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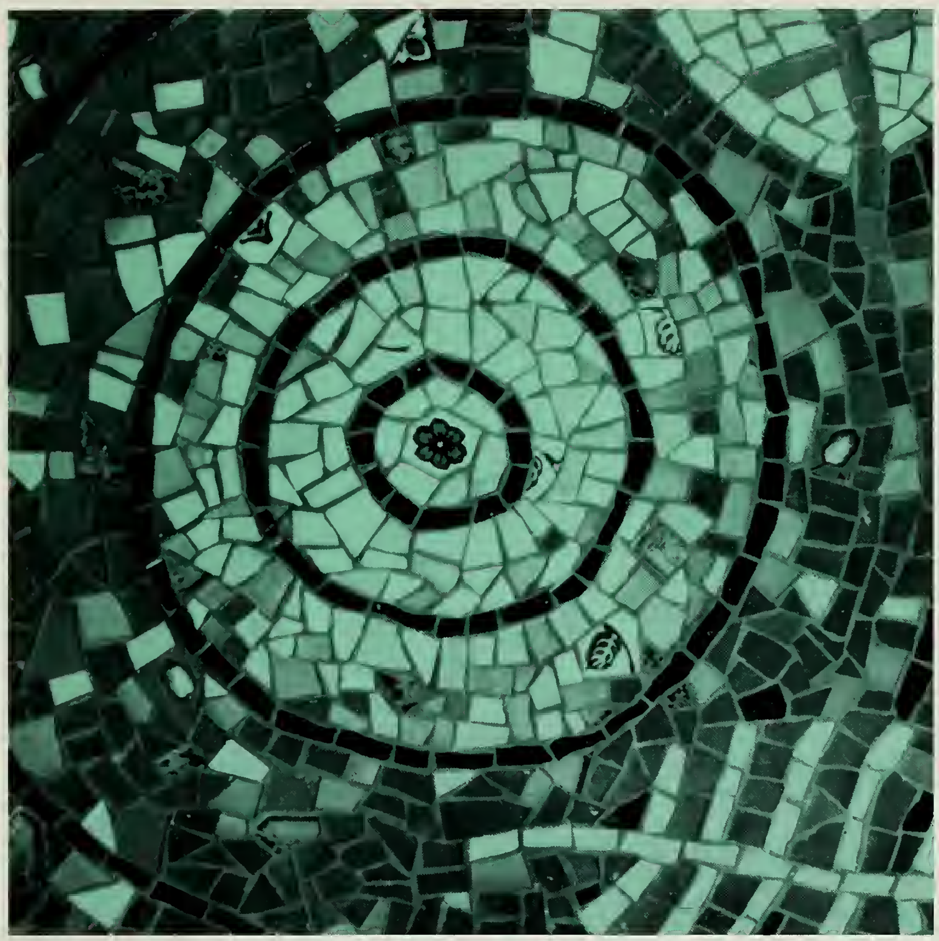
ARTS



ARTS

AN ELEMENT OF THE MASTER PLAN OF
THE CITY AND COUNTY OF SAN FRANCISCO

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SAN FRANCISCO MASTER PLAN

ARTS

AN ELEMENT OF THE MASTER PLAN OF
THE CITY AND COUNTY OF SAN FRANCISCO

DEPARTMENT OF CITY PLANNING

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SUMMMARY OF OBJECTIVES AND POLICIES

GOAL I. SUPPORT AND NURTURE THE ARTS THROUGH CITY LEADERSHIP.

OBJECTIVE 1

RECOGNIZE THE ARTS AS NECESSARY TO THE QUALITY OF LIFE FOR ALL SEGMENTS OF SAN FRANCISCO.

POLICY 1

Promote inclusion of artistic considerations in local decision-making.

POLICY 2

Officially recognize on a regular basis the contributions arts make to the quality of life in San Francisco.

POLICY 3

Increase public awareness of the arts in San Francisco by greater promotion of existing art programs and services in the community and schools.

POLICY 4

Provide access to the creative process and cultural resources for all neighborhoods, cultural communities, and segments of the city and its populations.

OBJECTIVE 2

INCREASE THE CONTRIBUTION OF THE ARTS TO THE ECONOMY OF SAN FRANCISCO.

POLICY 1

Encourage and promote opportunities for the arts and artists to contribute to the economic development of San Francisco.

POLICY 2

Continue to support and increase the promotion of the arts and arts activities throughout the City for the benefit of visitors, tourists, and residents.

OBJECTIVE 3

MAINTAIN AND STRENGTHEN THE ARTS COMMISSION SO THAT IT CAN BETTER SERVE THE PUBLIC AND CITY GOVERNMENT THROUGH ARTS POLICY COORDINATION, PLANNING AND PROGRAMMING.

POLICY 1

Enhance the legal powers and broaden the responsibilities of the Arts Commission to better enable it to be responsive to the changing needs of the entire arts community.

POLICY 2

Maintain arts policy coordination activities as a function of the Arts Commission within City government.

POLICY 3

Strive for the highest standards of design of public buildings and grounds and structures placed in the public right of way.

GOAL II. RECOGNIZE AND SUSTAIN THE DIVERSITY OF THE CULTURAL EXPRESSIONS OF ART IN SAN FRANCISCO.

OBJECTIVE 1

INSURE REPRESENTATIVE PARTICIPATION OF THE CITY POPULATION IN ARTS DECISION-MAKING AND PROGRAMMING.

POLICY 1

Actively recruit and include representative populations in City agencies and bodies which deal with arts (e.g., funding, promotion, programming, arts policy, selection of art or artists, facilities development and use).

OBJECTIVE 2

SUPPORT ARTS AND CULTURAL PROGRAMS WHICH ADDRESS THE NEEDS OF DIVERSE POPULATIONS.

POLICY 1

Identify and address the needs of arts programs and facilities for all segments of San Francisco.

POLICY 2

Provide accessible arts information resources to non-English speaking as well as visually and hearing impaired populations.

POLICY 3

Continue to increase City support for organizations and developing institutions which reflect the diverse cultural traditions of the San Francisco population.

OBJECTIVE 3

PROMOTE ARTS EDUCATION PROGRAMS THAT REFLECT THE CULTURAL DIVERSITY OF SAN FRANCISCO.

POLICY 1

Encourage arts education offerings in the community and the schools to include art and artists from many cultures.

GOAL III. RECOGNIZE AND SUPPORT INDIVIDUAL ARTISTS AND ARTS ORGANIZATIONS, A COMBINATION THAT IS VITAL TO A THRIVING ARTS ENVIRONMENT.

OBJECTIVE 1

ENHANCE THE CONTRIBUTION OF ARTISTS TO THE CREATIVE LIFE AND VITALITY OF SAN FRANCISCO.

POLICY 1

Develop funding sources for individual artists.

POLICY 2

Encourage City-funded arts programs and organizations to establish policies for payment to professional artists.

POLICY 3

Protect and assist in the creation of artists' live/work spaces.

POLICY 4

Include the literary and media arts in any and all definitions of art and artists.

POLICY 5

Include the participation of artists in City capital improvements and public works projects which do not fall under current Percent for Art programs.

OBJECTIVE 2

STRENGTHEN THE CONTRIBUTION OF ARTS ORGANIZATIONS TO THE CREATIVE LIFE AND VITALITY OF SAN FRANCISCO.

POLICY 1

Support a stable funding base for small, medium and large arts organizations and develop new funding sources to enable arts organizations of all sizes to respond to demand for services.

POLICY 2

Assist in the improvement of arts organizations' facilities and access, in order to enhance the quality and quantity of arts offerings.

POLICY 3

Recognize that arts organizations are representative of the City's diversity, creativity and vitality.

POLICY 4

Strengthen the leadership, personnel, governance and structure of arts organizations.

GOAL IV. INCREASE OPPORTUNITIES FOR QUALITY ARTS EDUCATION.

OBJECTIVE 1

ADVOCATE AND ASSIST IN PROVIDING ARTS EDUCATION PROGRAMMING AT ALL LEVELS.

POLICY 1

Advocate for arts education opportunities for all residents of San Francisco.

POLICY 2

Strengthen collaborations among artists, arts organizations, and teachers, school administrators, and others responsible for arts curricula.

OBJECTIVE 2

RECOGNIZE IN ARTS EDUCATION PROGRAMS THAT A PARTNERSHIP AMONG ARTISTS, TEACHERS, AND ARTS ORGANIZATIONS IS ESSENTIAL TO CREATE AND MAINTAIN QUALITY ARTS EDUCATION PROGRAMMING.

POLICY 1

Support and increase the participation of artists in San Francisco's arts education programs.

POLICY 2

Support the efforts and dedication of arts teachers who have developed and maintained outstanding programs in the schools.

GOAL V. INCREASE FUNDING SUPPORT FOR THE ARTS IN SAN FRANCISCO.

OBJECTIVE 1

INSURE THAT CITY FUNDING SUPPORTS THE DELIVERY OF SERVICES TO THE BROADEST POSSIBLE SPECTRUM OF THE COMMUNITY.

POLICY 1

Provide the greatest possible public input into considerations regarding arts funding.

POLICY 2

Assist in the development of new funding sources for arts organizations which have traditionally not received City funding.

OBJECTIVE 2

SECURE NEW SOURCES OF REVENUE FOR THE ARTS.

POLICY 1

Establish a coordinated, flexible city-wide percent for art program.

POLICY 2

Determine the means of providing in-kind resources and services to the arts.

POLICY 3

Reduce or eliminate, whenever possible, City-imposed costs associated with producing the arts by non-profit organizations and educational institutions.

OBJECTIVE 3

DEVELOP AND EXPAND ONGOING PARTNERSHIPS WITH THE PRIVATE SECTOR IN SUPPORT OF THE ARTS.

POLICY 1

Develop partnerships with the private sector and the business community to encourage monetary and non-monetary support of the arts, as well as sponsorships of arts organizations and events.

GOAL VI. ENHANCE, DEVELOP, AND PROTECT THE PHYSICAL ENVIRONMENT OF THE ARTS IN SAN FRANCISCO.

OBJECTIVE 1

SUPPORT THE CONTINUED DEVELOPMENT AND PRESERVATION OF ARTISTS' AND ARTS ORGANIZATIONS' SPACES

POLICY 1

Review, revise and coordinate city permit policies and codes to better meet the needs of the arts.

POLICY 2

Support and expand programs directed at enabling arts organizations and artists to comply with City building and safety codes and to rehabilitate arts spaces.

POLICY 3

Increase the use of City owned neighborhood facilities for the arts.

POLICY 4

Preserve existing performing spaces in San Francisco.

POLICY 5

Develop and maintain a mid-sized downtown performing arts facility available to community-based, culturally diverse arts groups easily accessible to visitors.

POLICY 6

Insure the active participation of artists and arts organizations in the planning and use of de-commissioned military facilities in San Francisco.

POLICY 7

Encourage the use of available and existing facilities under local government jurisdiction by artists and arts organizations.

POLICY 8

Include arts spaces in new public construction when appropriate.

POLICY 9

Create opportunities for private developers to include arts spaces in private developments city-wide.

POLICY 10

Assist artists and arts organizations in attaining ownership or long-term control of arts spaces.

POLICY 11

Identify, recognize, and support existing arts clusters and, wherever possible, encourage the development of clusters of arts facilities and arts related businesses throughout the city.

OBJECTIVE 2

INCREASE OPPORTUNITIES FOR PUBLIC ART THROUGHOUT THE CITY.

POLICY 1

Develop a public art plan and requisite ordinance for the City of San Francisco.

POLICY 2

Protect, maintain and preserve existing art work in the City Collection and art required by ordinance.

POLICY 3

Publish and periodically update public art catalogs.

ARTS

INTRODUCTION

San Francisco is nationally and internationally acclaimed as a cultural center where the ares are central to the essence and character of the City. It hosts a flourishing cultural environment in which a profusion of art is created, performed and exhibited in adventuresome, creative and often ground breaking ways. The breadth of artistic achievement in San Francisco encompasses many disciplines, cultures, individuals and organizations of all sizes. San Francisco has one of the largest concentrated populations of artists in the country and a per capital audience attendance at art events that far surpasses the national average.

The arts are a major industry in San Francisco, with a significant impact on the City's economy. The arts bring visitors and tourists and their associated visitor spending to San Francisco. In the City's innovative financial support programs for the arts, San Francisco has become a national leader in municipal arts funding. This city was among the first cities in the United States to institute a public art program and is considered a model in its approach to provision of artist live/work spaces.

The Arts Element of the San Francisco Master Plan is intended to:

- Strengthen the arts in San Francisco, as expressions of culture, creativity and beauty;
- Validate and increase the role of the arts as a major economic force in the region;
- Act as guiding principles for the City and County of San Francisco in their dealings with the arts;
- Legitimize the arts as an essential concern of local government through the formal adoption of policies;
- Articulate issues, contributions and needs of the arts;
- Protect arts organizations and artists through the adoption of policies that will withstand changes in political climate;
- Provide strategies for responding to arts issues;
- Identify and address current City policies and procedures that affect the arts;
- Elevate and strengthen the distribution of resources for the arts;
- Insure the future health and vitality of the arts in San Francisco;
- Set a course for the future.

Arts policy for the City and County of San Francisco was developed through a community planning process that included seven topical focus groups. These groups each met three times between November 1988 and early 1990. The process also included during this time two community forums, six cluster group meetings, additional meetings with Arts Commission and other City staff, reviews of materials and documents about the arts in San Francisco and technical research by the five member Planning Team.

The process of developing an Arts Element was undertaken out of the belief that the arts are an essential part of San Francisco, both intrinsically and economically, and that the arts make significant contributions to life in San Francisco. At the same time, however, the ability of the arts to thrive in San Francisco is challenged. Artists' housing and studio space remains scarce, individual artists of all disciplines and cultural backgrounds have limited access to funding, nonprofit arts organizations are currently experiencing the toughest competition yet for growth and stability. The search for available, affordable performance and exhibit space remains difficult as a result of San Francisco real estate values. There remains a critical need for greater arts education opportunities and multicultural artists and arts organizations remain on the periphery of City funding, decision making and support.

This Master Plan Element is also founded on the belief that the City and County of San Francisco holds a trust for the development and preservation of arts and culture. It is furthermore held that explicit arts policy will help enable the City and County of San Francisco to respond to arts related issues and problems in the fulfillment of this trust. This Arts Element is a hybrid in the world of cultural planning in that it addresses issues at both the policy level and the strategic level. Together both these levels of planning are critical to the success of the policies that follow.

GOAL I. SUPPORT AND NURTURE THE ARTS THROUGH CITY LEADERSHIP

OBJECTIVE 1

RECOGNIZE THE ARTS AS NECESSARY TO THE QUALITY OF LIFE FOR ALL SEGMENTS OF SAN FRANCISCO.

As noted by the National League of Cities:

> *"The arts are a critical element in the survival of cities. If we are to achieve an improved quality of life for the nation's urban population, all levels of government must recognize the arts as an essential service. All men, women, and children should have the opportunity to experience the arts in their daily lives. Within the urban environment every citizen should have available accessible avenues of cultural development, expression and involvement."*

San Francisco support of the arts has decades of tradition. The City's own activities, however, have tended to be overshadowed by the vast scale of the private arts community. In 1983 there were over 600 non-profit arts programs - exclusive of the literary arts - within the city limits. These programs included 92 in theatre, 114 in dance, 60 in music, and 91 in visual arts. San Francisco is also home to a world-class symphony, ballet, opera and several museums of fine art.

The San Francisco area ranks highest among the ten largest U. S. Cities in per capita attendance in the disciplines of theatre, dance, music, and film. San Francisco is a literary arts center, based on the number of small press publications, poetry and prose readings and other literary events, literary organizations, and organizations with literary arts arms.

POLICY 1

Promote inclusion of artistic considerations in local decision-making.

In the design of the physical environment, artistic values should be recognized as an element to be considered as well as function, cost, and environmental impact. The talent and perspective of artists should be integrated into the planning, designing and building of San Francisco to promote the highest artistic standards for the City.

POLICY 2

Officially recognize on a regular basis the contributions arts make to the quality of life in San Francisco.

Background

Formal recognition through the Office of the Mayor of the contribution of the arts to the quality of life is a powerful and effective means of both giving the arts their deserved acclaim and demonstrating City leadership in supporting the arts. Leadership can take the form of the Mayor's Arts Awards, as is done in many cities, or can be more directed and specialized.

POLICY 3

Increase public awareness of the arts in San Francisco by greater promotion of existing art programs and services in the community and schools.

Background

The City and County of San Francisco should promote greater awareness of the arts of all cultures through its support of programs which promote the arts, through efforts to advocate for education in the arts, through its relationship with the media, and through the leadership of its offices. The City of San Francisco should embrace the arts as a vital part of its cultural environment, and promote the value of the many definitions of "public" cultures as art.

POLICY 4

Provide access to the creative process and cultural resources for all neighborhoods, cultural communities, and segments of the city and its populations.

Background

There is a wealth of opportunity in San Francisco for the enjoyment of and participation in the arts. There is also a wide array of populations which represent a multiplicity of cultures, economic and social backgrounds, neighborhoods, ages, and abilities. Local multicultural artists and arts organizations play a major role in promoting cross-cultural fertilization. The challenge is to bring these two elements - the arts and the general population - together, so that all people may create and enjoy the arts.

Museum Ambassadors visit a community boys club.

The Fine Arts Museum's Art Truck program visits schools throughout San Francisco.

OBJECTIVE 2

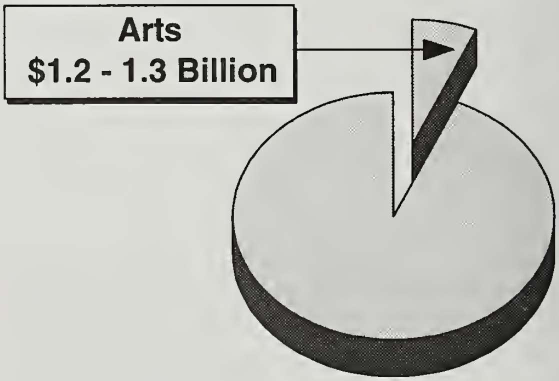
INCREASE THE CONTRIBUTION OF THE ARTS TO THE ECONOMY OF SAN FRANCISCO.

The arts contribute to the San Francisco economy by providing income as well as a wide variety of jobs, goods and services. Arts activities play a significant role in attracting visitor trade, enhancing the City image, and by their presence help to encourage other businesses to locate in San Francisco. Definition and study of the arts as a sector in the local economy during the 1980's improved on the long held assumptions and understanding that the arts are good for the economy by providing measurement and approximations of actual economic benefits.

The arts sector includes both non-profit and for-profit arts businesses and corporations. These two business sectors work to support one another in ways which make them invaluable to one another. There is a mutual dependency between these two sub-sectors of the arts where the economic and creative health of one can significantly affect the other. It is estimated that the 1987 operating expenditures of the non-profit arts activities in San Francisco were over 94 million dollars. In the same year, the for-profit arts which are traditionally the larger sub-sector yielded local operating expenditures of approximately 593 million dollars. Together these two arts sub-sectors, with their events, shows, exhibits, performances and other business activities helped to generate an estimated 1.3 billion dollars in the 1987 San Francisco economy.

The arts sector contribution of 1.3 billion dollars represents approximately 6.5 percent of the total 1987 San Francisco economic activity. Arts economic activity during this same year supported between 45,000 and 50,000 local jobs. As many as one out of every eleven jobs in San Francisco is either partially or wholly dependent on arts related businesses in the city. Overall arts sector contributions of jobs, income and business activity indicate the arts are a major economic sector and essential to the health of the local economy.

ARTS IN THE SAN FRANCISCO ECONOMY



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POLICY 1

Encourage and promote opportunities for the arts and artists to contribute to the economic development of San Francisco.

Background

The arts are often a strong determinant in corporate deliberations regarding the location of headquarters and facilities. They also generate jobs in construction and design of new and renovated facilities and in installation, shipping, security, transportation and trucking and many other industries necessary to the production, performance, and exhibition of art.

POLICY 2

Continue to support and increase the promotion of the arts and arts activities throughout the City for the benefit of visitors, tourists, and residents.

Background

The arts and tourism are clearly related. Of the 5 million people who comprised the audience for San Francisco based performances in 1985, almost half were non-residents.

A comprehensive arts information service for visitors staying in hotels has been established. Such a service for residents and other visitors should also be considered. At present, there is no one place where all visitors and residents can obtain information about the arts, and where the wide array of cultural opportunities in San Francisco can be promoted. The arts information services should be located centrally and prominently, and could also take on functions such as a hot line and master calendar.

OBJECTIVE 3

MAINTAIN AND STRENGTHEN THE ARTS COMMISSION SO THAT IT CAN BETTER SERVE THE PUBLIC AND CITY GOVERNMENT THROUGH ARTS POLICY COORDINATION, PLANNING AND PROGRAMMING.

As the unit of government with the broadest mandate in the arts, it is most appropriate that the Arts Commission promote cultural policies and plans for consideration by other City departments and by the public. It is also appropriate that the Arts Commission's role should include increased services for the arts community, facilitating arts funding and funding opportunities and coordination among City departments which affect arts services and policies.

Public sculpture in Convention Plaza
Artist: Jim Dine

Such a role would represent a significant change in the mission and programming of the Arts Commission. This new mission does not imply that current Arts Commission programs should be discontinued, nor that it would override or interfere with established authorities of other Charter agencies whose primary function is to provide arts experiences. It would require, however, that current programs be evaluated within a broader context. The Arts Commission is presently in the process of developing a long term plan for the agency to meet the growing, changing needs of San Francisco.

That it is a challenge for the Arts Commission to carry out its current programs is significant to any proposal for adding new roles and responsibilities. The fact that specific commissioners are designated to represent performing arts and literature on the Arts Commission but there are no programs, staff or funds for these areas, raises expectations that cannot be met. The Arts Commission needs to increase its visibility in the community through broader communication to the public of its mandates, responsibilities, services and programs so that the City can play a more effective leadership role in the arts.

Public Sculpture in Father Alfred Boddekker Park
Artist: Anthony Smith

POLICY 1

Enhance the legal powers and broaden the responsibilities of the Arts Commission to better enable it to be responsive to the changing needs of the entire arts community.

Background

The City of San Francisco formed the San Francisco Arts Commission in 1932 for the purpose of effecting civic design review. Various responsibilities and new mandates have been added since then, such as the management of the City's art collection, support of the POPS Concerts series, Art in Public Places, and the Street Artists Licensing Program, but these charter and ordinance mandated programs remain the focus of the Arts commission by force of law. Since the Arts Commission was formed, the needs of and the circumstances of the arts and of the city have changed dramatically.

POLICY 2

Maintain arts policy coordination activities as a function of the Arts Commission within City government.

Background

In 1988, twenty-three departments or commissions within the government structure of the City and County of San Francisco had policies, programs, procedures, guidelines, or requirements directly related to the arts.

Strengthened relationships between the Arts Commission and other City departments that have an impact on the arts can lead to a coordinated approach to city issues and practices which affect the arts, and yield a clearer, more integrated, and ultimately more successful result.

POLICY 3

Strive for the highest standards of design of public buildings and grounds and structures placed in the public right of way.

Background

Public buildings should set the standard for design quality in the City, not only because of their civic importance, but also because insistence on good design in private buildings is undermined if public design is mediocre.

Items placed in the public right of way, such as flower stands, bus shelters, newspaper racks, benches, light poles, also play an important role in creating a design image of the City. They should be designed with their visual quality, as well as their efficiency and ease of maintenance, in mind.

Many public projects are subject to design review by multiple city agencies. The Arts Commission reviews the design of buildings and structures on city property. The Department of City Planning reviews the same projects for conformity to the City's Master Plan, including the Urban Design Element and other design policies. The sponsoring department - in the case of a public building, or the Department of Public Works - in the case of public right of way, must also approve the design of a project. Each agency uses its own design standards in a separate and independent review, resulting in confusion and conflict.

Henry Moore sculpture in front of Davies Symphony Hall.

GOAL II. RECOGNIZE AND SUSTAIN THE DIVERSITY OF THE CULTURAL EXPRESSIONS OF ART IN SAN FRANCISCO

OBJECTIVE 1

INSURE REPRESENTATIVE PARTICIPATION OF THE CITY POPULATION IN ARTS DECISION-MAKING AND PROGRAMMING.

The arts in San Francisco are, by nature of its population, multicultural. They are the product of the diversity which has always characterized San Francisco. The arts also reflect expressions of the disabled, the gay and lesbian communities, the young, the old, the wealthy and the poor. It is the high quality of artistic product which emanates from the breadth and interplay of these diverse cultural expressions that makes the arts in San Francisco vibrant, experimental and provocative. Throughout this document, whenever the population of San Francisco is referenced, the definition of that population is meant to include all of these diverse elements.

POLICY 1

Actively recruit and include representative populations in City agencies and bodies which deal with arts (e.g., funding, promotion, programming, arts policy, selection of art or artists, facilities development and use).

Background

The intent of this policy is to insure representation from the many cultures, ages, sexual orientations and disabled populations which make up San Francisco in the formulation and implementation of arts policies and programs. In order for policies and programs to respect, reflect, and support the diverse expressions of San Francisco's peoples, this representation is essential.

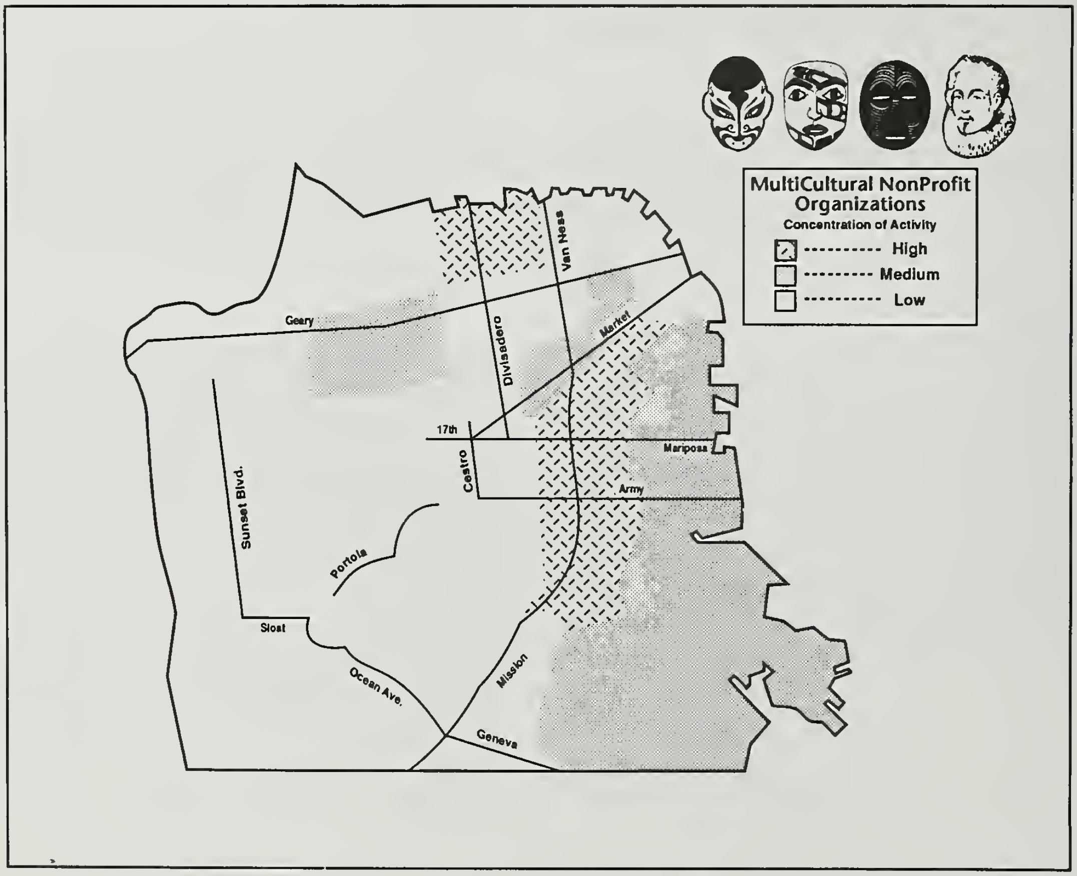
OBJECTIVE 2

SUPPORT ARTS AND CULTURAL PROGRAMS WHICH ADDRESS THE NEEDS OF DIVERSE POPULATIONS.

The diversity of population in San Francisco and the wide array of artists and arts organizations needs the support of programs which address diverse cultural needs.

The City of San Francisco has a history of support for a range of cultural programs and audiences. Notable ex-

Art in education for diverse populations.



MultiCultural NonProfit Organizations
Concentration of Activity
▨ ---------- High
☐ --------- Medium
☐ ---------- Low
Geary
Van Ness
Divisadero
Market
17th
Castro
Mariposa
Army
Sunset Blvd.
Portola
Sloat
Ocean Ave.
Mission
Geneva

Asian Art Museum educational programming.

amples are the support given by Grants for the Arts and the San Francisco Arts Commission. San Francisco arts organizations, many of whom are supported by the City, also sponsor a variety of programs designed to meet the needs of diverse populations.

The further identification of needs will enable the arts community and the City to better serve the broadest possible population.

POLICY 1

Identify and address the needs of arts programs and facilities for all segments of San Francisco.

Background

The City should, both within its own programs and within the arts programs and organizations it supports, commit to insuring access to the arts for all citizens of the city. The City should continue and expand its efforts to support, through its capital improvements funds, the elimination of physical barriers as they pertain to the arts through the variety of city agencies. The City should continue to support free and low cost arts events, with particular attention paid to neighborhood arts. Information about policies, programs, events, and other resources should, whenever possible, be presented in such a way so that it is accessible to non-English speaking populations, the deaf and the blind. The commitment to access includes provision of:

- Adequate public transportation, parking and safety;
- Informational services to accommodate non-English speaking populations, the visually and hearing impaired; and
- Economic programs, such as subsidized ticket or transportation costs.

POLICY 2

Provide accessible arts information resources to non-English speaking as well as visually and hearing impaired populations.

POLICY 3

Continue to increase City support for organizations and developing institutions which reflect the diverse cultural traditions of the San Francisco population.

Background

To become an institution implies a certain degree of artistic and administrative stability, of public recognition, and of the development of loyal audiences and supporters. Through traditional funding patterns, development and maintenance of facilities, and political support, the City of San Francisco has historically supported a number of arts organizations in such a manner and at

Public schools art in education programs work to meet the needs of a diverse student population.

such a time as to assist them in acquiring and maintaining the status of prominent institution. Grants for the Arts, through the Multicultural Arts Initiative, has begun to identify and support these arts groups. Lack of financial resources, inadequate facilities, and, in some cases, definitions and perceptions of art and culture which deny serious recognition by some potential audiences and supporters have prevented arts organizations reflecting the local cultural diversity from becoming institutions. Stability, recognition, and support are critical if culturally diverse organizations are to continue to enrich the entire city as well as give support to their own diverse cultural traditions.

OBJECTIVE 3

PROMOTE ARTS EDUCATION PROGRAMS THAT REFLECT THE CULTURAL DIVERSITY OF SAN FRANCISCO.

POLICY 1

Encourage arts education offerings in the community and the schools to include art and artists from many cultures.

Background

It is imperative that students learn about the artistic heritages of the multiplicity of cultures represented by its citizens. Artists who have a living personal relationship with these artistic heritages ideally are the most appropriate teachers of their own art forms.

With diverse program offerings, the City will continue to serve the educational needs of its citizens as well as contribute to the development of new audiences.

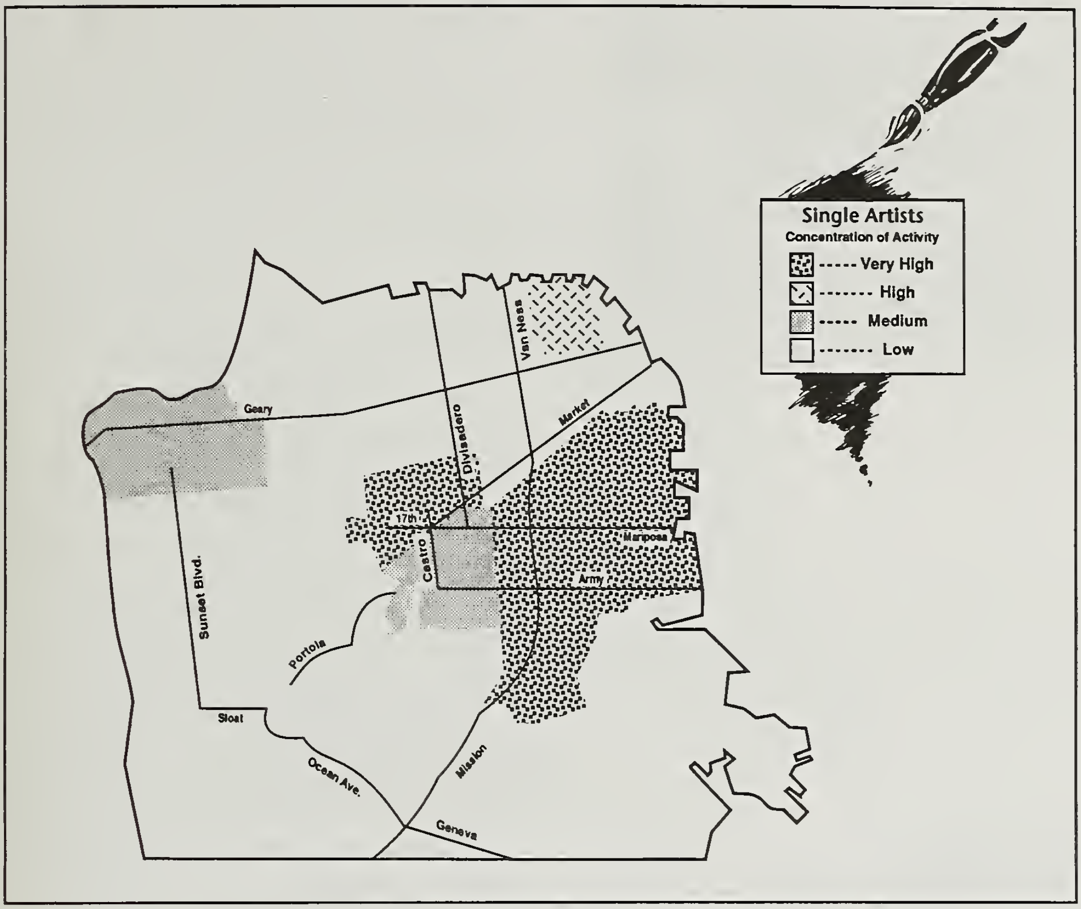
GOAl III. RECOGNIZE AND SUPPORT INDIVIDUAL ARTISTS AND ARTS ORGANIZATIONS, A COMBINATION THAT IS VITAL TO A THRIVING ARTS ENVIRONMENT

OBJECTIVE 1

ENHANCE THE CONTRIBUTION OF ARTISTS TO THE CREATIVE LIFE AND VITALITY OF SAN FRANCISCO

The foundation of the arts is the individual, producing artist. It is the contribution of the artist, whether individually or as a member of an ensemble, that is the single most important element in the cultural environment of a community. The quality of artistic expression, the availability of opportunities for artists to produce, to exhibit, or to perform their work, and the engagement of others as patrons of artists' expressions, all determine whether or not artists can thrive in the community.

Dancer John Henry at James Lick Middle School.


Single Artists
Concentration of Activity
▨ ----- Very High
▧ ------- High
▒ ----- Medium
☐ ------- Low
Geary
Van Ness
Divisadero
Market
17th
Castro
Mariposa
Army
Sunset Blvd.
Portola
Sloat
Ocean Ave.
Mission
Geneva

In San Francisco a large artist population contributes significantly to the cultural environment and economy of the city.

The centrality of artists to any discussion of the arts provides the basis for many of the Goals, Objectives, and Policies in this plan.

POLICY 1

Develop funding sources for individual artists.

Background

At present, the City of San Francisco does not provide any direct City funding to individual artists. Some funding is available in the form of commissions for the creation of art works under the various public art programs, and through funding arts organizations which pay artists salaries or fees. Those artists whose media are not appropriate to current public art programs or who do not work in an organizational setting are ineligible for City funding.

POLICY 2

Encourage City-funded arts programs and organizations to establish policies for payment to professional artists.

Background

Many people and organizations do not hesitate to ask artists to work gratis in exchange for the opportunity to be acknowledged. That practice diminishes the value of the arts and undermines artists' abilities to be self-supporting. An example set by the City in compensating artists would encourage the legitimization of artists and art, and the City should actively promote and advocate for payment of professional artists throughout the community.

Artist Live/work space.

Many public funding bodies, such as the California Arts Council and the National Endowment for the Arts, require that applicant organizations have a policy of payment to professional artists which meets acceptable minimum standards.

Sixth and Folsom Streets Recreational Center.
Artist: Martha Heavenston

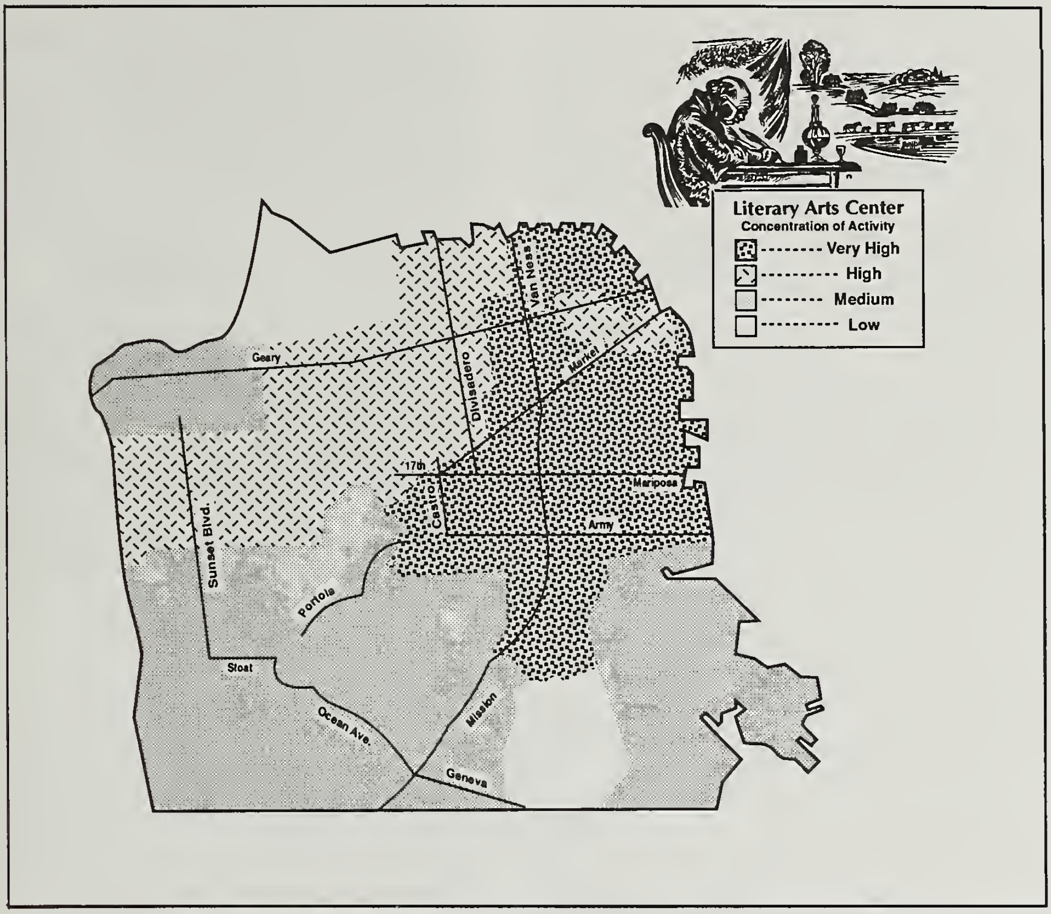
POLICY 3

Protect and assist in the creation of artists' live/work spaces

Background

San Francisco's live/work legislation has paved the way for development of combined living and working spaces for artists. The actual development of those spaces, however, is complex, time-consuming, and expensive. The ArtHouse project of the San Francisco Arts Commission and California Lawyers for the Arts was conceived as a clearinghouse for live/work listings, information, technical assistance and advocacy. ArtHouse also assists in developing new spaces. The program receives no City funding outside of in-kind services form the Arts Commission (office space, telephone) and is supported by the California Arts Council and private foundations. Similar efforts in other cities tend to fall under community development definition and receive Community Development Block Grant funding. In most other cities with live/work programs, those spaces are considered to be "affordable housing" and are therefore eligible for federal and/or state funding.

To protect and create artists' live/work spaces, City resources should be allocated to support the formal efforts to develop affordable live/work space. The City should remain committed to the development of live/work units by urging the inclusion of live/work spaces in planned developments.


Literary Arts Center
Concentration of Activity
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Geneva

POLICY 4

Include the literary and media arts in any and all definitions of art and artists

Background

The City of San Francisco has a tradition of supporting the visual and performing arts but has offered no formal recognition or support of the literary arts. Inasmuch as the creation of literature, poetry, play writing, and other forms based on the printed word are as legitimately considered to be "art" as are the visual and performing arts, the City should include the literary arts in its definitions of art and artists and in its arts programs.

POLICY 5

Include the participation of artists in City capital improvements and public works projects which do not fall under current Percent for Art programs.

Background

Artists are innovators. They approach situations in an unconventional manner and arrive at solutions which are often creative and economical. The artists should be considered essential parts of a collaborative process when the City undertakes many capital improvement and public works projects which, when approached conventionally, yield conventional solutions. Signage, street furniture, manhole covers, and lighting fixtures are among the kinds of public works projects in which artists could contribute their unique vision.

OBJECTIVE 2

STRENGTHEN THE CONTRIBUTION OF ARTS ORGANIZATIONS TO THE CREATIVE LIFE AND VITALITY OF SAN FRANCISCO.

Arts organizations provide the framework by which the work of artists is made accessible to the public. They are not only the presenters of this work but the conservators of the diverse cultural heritages and traditions of our civilization. They support artists by direct employment and through education, advocacy and technical assistance. The economic stability of arts organizations has a direct bearing on whether or not artists can create and present their work.

The needs of arts organizations are addressed throughout this plan in terms of facilities improvements, resource-sharing among organizations, promotional activities and specific funding needs. The most pressing need expressed is for a stable funding base at all levels of development.

Steinhart Aquarium provides many educational opportunities

POLICY 1

Support a stable funding base for small, medium and large arts organizations and develop new funding sources to enable arts organizations of all sizes to respond to demand for services.

Background

Various avenues of government funding and the need for creating new sources are discussed in detail under Goal V, "Increase Funding Support for the Arts in San Francisco."

POLICY 2

Assist in the improvement of arts organizations' facilities and access in order to enhance the quality and quantity of arts offerings.

Background

Many city-owned arts facilities in San Francisco require extensive capital improvements if they are to continue to perform the functions for which they were constructed or purchased. The neighborhood cultural centers and the outdoor arts spaces under the jurisdiction of Recreation and Parks are primary examples. The level of funding needed requires exploration of new sources of revenue.

POLICY 3

Recognize that arts organizations are representative of the City's diversity, creativity and vitality.

Background

The arts organizations of San Francisco are an integral part of the art infrastructure of the City. They provide the ground upon which the arts and the community meet, offering opportunities for enrichment, education, communication and participation. These organizations, numbering in the hundreds, produce, present, exhibit and preserve the expressions and work of a myriad of diverse cultures. Their artistic missions range from the traditional to the avant garde, serving citizens of all ages and backgrounds. The wealth of cultural opportunity and expression evident in San Francisco's arts organizations is one of the City's greatest treasures.

POLICY 4

Strengthen the leadership, personnel, governance and structure of arts organizations.

Background

The challenge of surviving and thriving through economic, social and artistic uncertainties demands that arts organizations have strong leadership and sound structures. Arts organizations need access to those resources which encourage and allow them to address those internal management issues which affect their ability to fulfill their artistic missions.

GOAL IV. INCREASE OPPORTUNITIES FOR QUALITY ARTS EDUCATION

OBJECTIVE 1

ADVOCATE AND ASSIST IN PROVIDING ARTS EDUCATION PROGRAMMING AT ALL LEVELS

The need for education in the arts is not confined to school children but is critical at all levels of human development from childhood through old age, from vocational pursuits to paraprofessional and professional training. Through knowledge of and participation in the arts, there is an understanding of the world in which we live and the opportunity to develop tools to deal with that world. The arts speak to the genesis and manifestation of attitudes, beliefs, and behaviors throughout the world and provide new means of communication. Education in the arts promotes a recognition of the beauty and creativity around us and shows us our potential to contribute to that beauty.

Arts education in all disciplines can build understanding of our common needs.

Docent working with children at the Academy of Sciences.

In addition to programs in the schools, arts education also takes place in many other settings. These include programs sponsored by the City's Recreation and Park Department, by arts organizations such as the Museum of Modern Art and the deYoung Museum, by the Neighborhood Cultural Centers, and by community arts and social service agencies.

POLICY 1

Advocate for arts education opportunities for all residents of San Francisco.

Background

Despite the wealth of documentation which clearly articulates the value of teaching the arts for their own sake as well as the benefits of arts literacy to other academic skills and pursuits, arts education remains on the periphery of education, a low priority in a constant state of flux.

The need for arts education is not limited to school children. Opportunities for arts education must also be stressed at the college and university level, for adults, and in paraprofessional training. In-service and continuing education programs for arts educators are also essential. Existing programs need to be supported and expanded.

POLICY 2

Strengthen collaborations among artists, arts organizations, and teachers, school administrators, and others responsible for arts curricula.

Background

Collaboration among artists and arts organizations and teachers and school administrators promotes the development of programs which maximize the resources of both the arts community and the schools. Those collaborations can lead to innovative approaches to arts programming which also meet the needs of the school district. Further, collaboration among artists and arts organizations who provide arts education programs can also yield fresh approaches to arts education through multi-disciplinary or other programs, with a potential for shared costs.

OBJECTIVE 2

RECOGNIZE IN ARTS EDUCATION PROGRAMS THAT A PARTNERSHIP AMONG ARTISTS, TEACHERS, AND ARTS ORGANIZATIONS IS ESSENTIAL TO CREATE AND MAINTAIN QUALITY ARTS EDUCATION PROGRAMMING.

Artist Dan Goldensohn working in the public school system.

In order to promote an understanding of the arts which encompasses both the historical and contemporary products of artistic expression as well as allowing the student the opportunity to exercise and refine personal creativity, a partnership among artists, teachers, and arts organization is essential. Without that partnership, education in the arts is one-dimensional.

POLICY 1

Support and increase the participation of artists in San Francisco's arts education programs.

Background

Artists are one of San Francisco's greatest resources. Artists of all disciplines have provided countless hours of training, of education, and of joy to San Francisco's residents through a wide variety of arts education programs. The intent of this policy is to insure the continued and increased participation of performing, visual, and literary artists in arts education programs at all levels and in all institutions in order to provide San Francisco residents with the opportunity to participate knowledgeably in the arts as performers and artists and as audiences and consumers.

POLICY 2

Support the efforts and dedication of arts teachers who have developed and maintained outstanding programs in the schools.

GOAL V. INCREASE FUNDING SUPPORT FOR THE ARTS IN SAN FRANCISCO

OBJECTIVE 1

INSURE THAT CITY FUNDING SUPPORTS THE DELIVERY OF SERVICES TO THE BROADEST POSSIBLE SPECTRUM OF THE COMMUNITY

The City of San Francisco currently supports a variety of arts organizations and activities with City funds derived from a number of sources, including but not limited to line item budget allocations, special Arts Commission programs, and the Grants for the Arts Program.

Through Grants for the Arts, San Francisco's museums, theatres, dance companies and music ensembles receive funding on an annual basis. In addition, Grants for the Arts also funds, within guidelines, nonrecurring parades; celebrations and street fairs; building purchases, renovations, relocations, and feasibility studies through the Arts Spaces Initiative; capital improvements, facilities maintenance and equipment acquisition through the Volunteer Arts Contribution Fund; and the San Francisco Ethnic Dance Festival.

POLICY 1

Provide the greatest possible public input into considerations regarding arts funding.

Background

A publicly accountable process for the allocation of public funds is sound government practice. To the greatest extent possible, all allocations of public money supporting the arts and arts organizations should provide clear review criteria, public input and an appeals process.

POLICY 2

Assist in the development of new funding sources for arts organizations which have traditionally not received City funding.

Performing Arts Garage in the Civic Center
Artist: Joan Brown

Background

At present, various arts organizations are not eligible for direct City funding. These include arts service organizations and arts education and training groups. Current policies should be examined to determine if interpretations can be broadened or guidelines changed to include these segments of the arts community.

OBJECTIVE 2

SECURE NEW SOURCES OF REVENUE FOR THE ARTS.

It has long been acknowledged that the non-profit arts cannot be entirely self-supporting. The earned income generated through ticket and admission sales or by sales of work rarely equals the costs to the artist or arts organization who produced the work, performance, exhibition, or activity. To fill the gap between earned income and income needed to survive and to grow, the arts must look to other sources. Even when successful, few artists or arts organizations are able to escape financial concerns brought on by changing economies, shifts in social priorities, and government cutbacks. The lack of financial resources and financial stability is a constant and debilitating concern for the arts.

The challenge is to develop new sources of funding and to strengthen existing sources of support for the arts. The potential for expanded local government support is being examined throughout the country, as municipalities look for ways of securing funds for the arts in new, non-traditional ways. Fees, levies, and fees for services are being re-examined. The private sector is the other area of potential. The key word in private sector fund raising is partnership, with a new understanding of the mutual benefits the arts and commerce bring each other. That potential is just beginning to be explored.

POLICY 1

Establish a coordinated, flexible city-wide percent for art program.

Background

At present, developments in designated areas support the arts in San Francisco through participation in the Percent for Art programs of the Arts Commission, the Redevelopment Agency and the Department of City Planning.

There is potential revenue to be derived if land development support of the arts was expanded to include projects of a certain size and type in all areas of the city. New funding could also be developed if the definition of appropriate uses of those funds was broadened.

A flexible program - at the discretion of the developer - could open new opportunities for revenue which could be used in support of cultural pursuits and organizations that have traditionally not received city funding, to augment current funding priorities, and to open new vistas for city-funded arts activity and programming. Those funds should be designed in such a way as to allow flexibility for participation, with limits and ceilings established.

Skygate on the Embarcadero near Pier 35.
Artist: Roger Barr

POLICY 2

Determine the means of providing in-kind resources and services to the arts.

Background

The most common and readily identifiable form of support for the arts by local government is direct funding of arts organizations and arts events through granting or other allocation procedures. Those funds are applied on the income side of the arts organization's ledger, and are used to cover costs of services, programs, and operations.

Local government can have an impact on the expense side of the ledger as well. Through provision of resources and services, for which the arts normally must pay, or through elimination or reduction of costs imposed by the City on individuals or organizations associated with the production of art, local government can also support the arts.

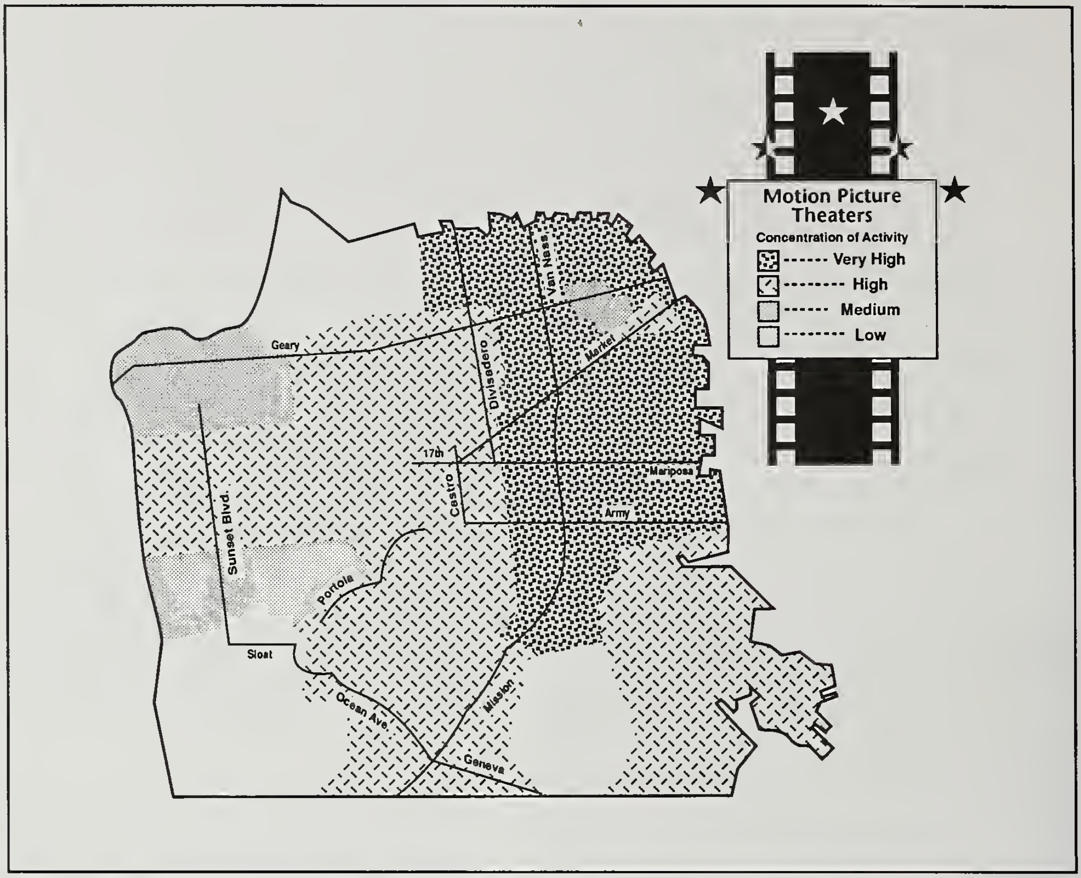
The City has access to many resources, both tangible and in the form of services. Many of these resources would represent significant cost savings to the arts if made available to artists and arts organizations. Those resources include equipment, materials, security, and space. Where possible, those resources should be made available to the arts on a free or low-cost basis.

POLICY 3

Reduce or eliminate, whenever possible, City-imposed costs associated with producing the arts by non-profit organizations and educational institutions.

Background

The City imposes a variety of costs on individuals or organizations involved in the production of art. Those costs include business licenses and permits, personal property taxes, costs associated with complying with insurance requirements, rents paid for usage of City facilities, among others. Some of these costs are large, such as some associated with code compliance, and others are modest. Some cost relief procedures are cumbersome. Wherever possible, these costs should be reduced or eliminated.


Motion Picture Theaters
Concentration of Activity
Very High
High
Medium
Low
Geary
Van Ness
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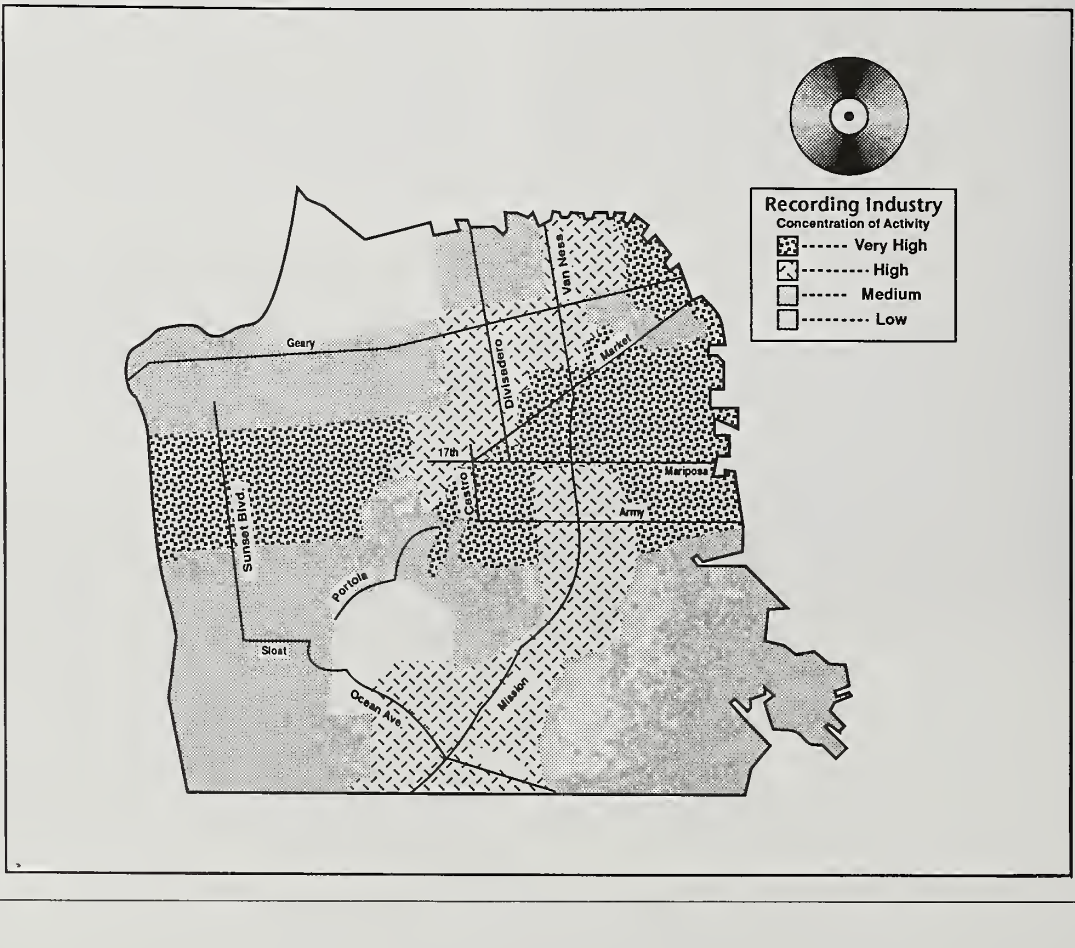
Recording Industry
Concentration of Activity
Very High
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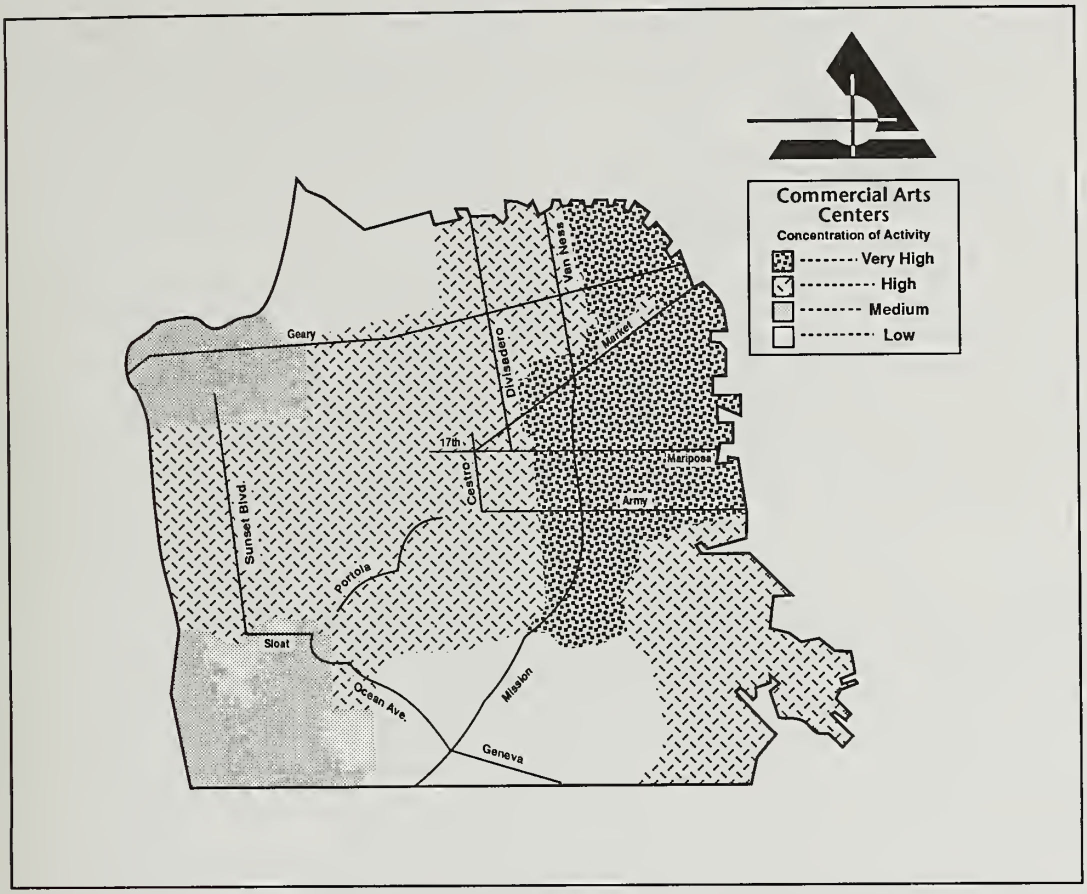


OBJECTIVE 3

DEVELOP AND EXPAND ONGOING PARTNERSHIPS WITH THE PRIVATE SECTOR IN SUPPORT OF THE ARTS.

One of the shifts in arts funding in the past decade has been the increasing emphasis on support in the form of partnerships between the corporate sector and the arts. This shift in perception and practice has occurred because of the growing recognition of the economic and social relationship between the arts in a community and the business sector. Audiences for the arts are often the markets businesses are trying to reach. They provide geographic focus, which supports area commercial and retail establishments.

Increasingly the private sector has adopted the stance similar to that articulated in "Creative Partnerships" by Neil E. Harlan, Chairman and Chief Executive Officer of the McKesson Corporation: "Support of the arts makes good business sense, because it builds prestige for the corporation and makes the community a vibrant place in which to live and work."

POLICY 1

Develop partnerships with the private sector and the business community to encourage monetary and non-monetary support of the arts, as well as sponsorships of arts organizations and events.

Background

The trend toward partnerships between the arts and business has provided the arts with some new resources with which to support programs and operations. Those resources are in the form of funding as well as through goods and services.

The City can assist the arts in forging new links with the corporate world. Through the Mayor's Office of Business and Economic Development and the Small Business Commission, the City can promote partnerships between the arts and businesses. The San Francisco Economic Development Corporation can play a role as well. Artists and arts organizations should continue to be included in the City's good will and economic development missions to promote San Francisco's arts and culture to businesses considering moving to the city and help the arts to build new relationships.

Through the Chamber of Commerce and other trade associations, much can be done to promote support for the arts. The Business Volunteers for the Arts program of San Francisco's Chamber of Commerce is a major example of a successful collaboration. The Business Volunteers for the Arts and the Chamber of Commerce, with funding from corporations and foundations, have initiated a pilot project to develop an arts "wish list." Wish lists, publications which list very specific non-monetary and monetary needs of non- profit organizations, have been successful in a number of cities.

Organizations with a particular ethnic and/or cultural focus and those which serve audiences that consist predominantly of a particular ethnicity and race (including those that serve people with disabilities, children and youth, seniors and lesbian and gay people) have been more successful in obtaining support from the public sector than from the private sector. Lacking contacts or internal resources to develop a comprehensive fund raising approach to corporations, many multicultural organizations remain frustrated in their attempts to broaden their funding base. At the same time, most corporations lack an understanding of multicultural arts and arts organizations. A partnership should be developed which challenges corporations to match city monies for multicultural programming. That the population of San Francisco, and therefore the markets and work forces of San Francisco's corporations, is multicultural suggests that funding the diversity of art forms rather than only European-American art forms would be a stronger statement of community support by local corporations.

GOAL VI. ENHANCE, DEVELOP, AND PROTECT THE PHYSICAL ENVIRONMENT OF THE ARTS IN SAN FRANCISCO

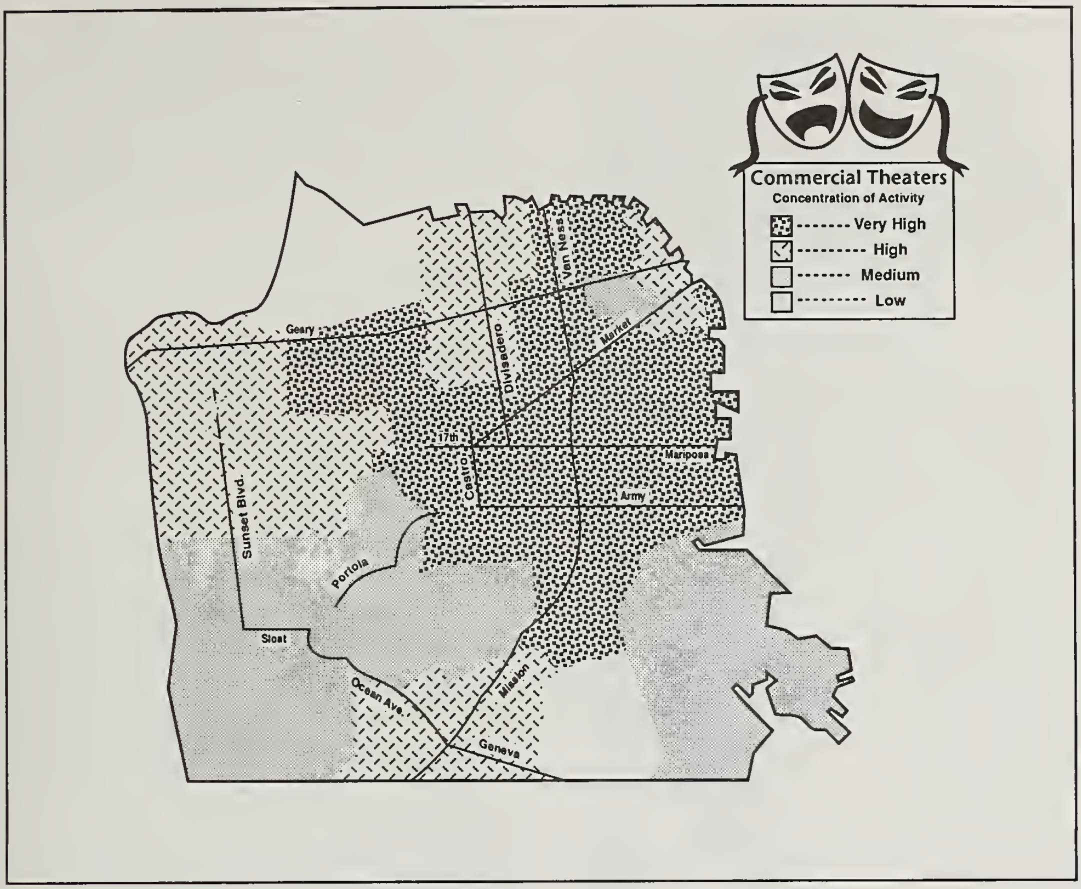
OBJECTIVE 1

SUPPORT THE CONTINUED DEVELOPMENT AND PRESERVATION OF ARTISTS' AND ARTS ORGANIZATIONS' SPACES

The ability of arts organizations and artists to thrive in a city requires sufficient, appropriate, and affordable facilities in which to produce, perform, or exhibit their work. The kinds of facilities required are many and varied - studios, rehearsal halls, theaters and concert halls of various sizes and configurations, spaces suitable for the particular needs of dance rehearsal and performance, exhibition spaces and galleries, live/work facilities, multipurpose centers, classroom spaces, administrative spaces, and art archives, among others.

Even with the addition of some notable new facilities in the past 15 years the supply does not meet the demand. There remains a persistent and pressing need for the retention and further development of affordable arts facilities.

A more directed program of facility maintenance, creative use of non-arts city facilities and public and private facilities partnerships will yield not only a more stable arts community but a more economically sound and artistically rich environment.



POLICY 1

Review, revise and coordinate city permit policies and codes to better meet the needs of the arts.

Background

Artists spaces, like all structures, are subject to City Building and Safety codes. With the notable exception of live/work spaces, the arts are generally not called out as specific uses in city Building and Safety codes. A formal review of building and safety codes as they affect the arts should be undertaken with the intent of determining whether the current use definitions and subsequent codes are sufficient to address the specific needs of the arts. Arts facilities and activities must often "fit" into a classification which is not wholly appropriate, and are then required to apply for permits of exception in order to comply with regulations. The permit process can be onerous and time consuming for artists and arts organizations, especially recognizing the complexity of the code compliance process.

POLICY 2

Support and expand programs directed at enabling arts organizations and artists to comply with City building and safety codes and to rehabilitate arts spaces.

Background

The City of San Francisco currently makes funds available to arts organizations and artists for code compliance purposes through a grants program administered through Grants for the Arts and through the Non-Profit Performing Arts Loan Program, administered by the Mayor's Office of Housing. Under specific conditions, funds are available to arts organizations for rehabilitation and renovation of arts facilities through Grants for the Arts and the Mayor's Office of Community Development. Loans for these same purposes are administered by the Mayor's Office of Housing. The City should continue to support and expand these programs to meet increasing needs.

A Lowell High School drama class.

POLICY 3

Increase the use of City owned neighborhood facilities for the arts.

Background

In 1976, following the City's decision to create ten neighborhood arts centers, the Department of Real Estate transferred the renovated Bayview Opera House to the Arts Commission for programmatic use. Also since 1976, the Arts Commission has purchased and renovated three buildings for use as cultural centers: the Mission Cultural Center, the South of Market Cultural Center, and the Western Addition Cultural Center. A fifth space is shared with the Chinese Culture Foundation at the Holiday Inn for a Chinatown neighborhood arts program.

Through its Neighborhood Arts Program, the Arts Commission has remained committed to supporting the neighborhood cultural centers. Resources should be developed to support these and future centers if they are to continue to serve their neighborhoods, the arts, and the city at large.

POLICY 4

Preserve existing performing spaces in San Francisco.

Background

From both the perspectives of preservation of cultural history and the current need for performance facilities in San Francisco, existing performing spaces should be preserved. Many old theaters have been destroyed over the years and have not been replaced. As one of many examples, the Fox Theatre was destroyed when the Fox Plaza was developed and no new theatre was built to take its place.

Outdoor performing spaces are vital elements within the city's mix of arts facilities and provide the residents of and visitors to San Francisco with the opportunity to enjoy both the natural beauty of the city and the arts. They also promote the use of San Francisco's public parks and public spaces. Maintaining existing outdoor facilities, such as Stern Grove and the Bandshell, will enhance their usefulness and attractiveness to the city. Those facilities, and others, are important to the continuing ability of San Francisco to offer its community a broad diversity of cultural offerings. New outdoor arts spaces should also be encouraged through private and public developments.

POLICY 5

Develop and maintain a mid-sized downtown performing arts facility available to community-based, culturally diverse arts groups easily accessible to visitors.

Background

Many arts organizations do not have access to "downtown" audiences and arts facilities. Community arts groups would gain access to visitor/tourist audiences in a downtown facility, since those audiences often do not venture into outlying neighborhoods. The neighborhoods themselves are not always designed to handle the increased congestion and parking demands resulting from popular theatrical/dance performances.

POLICY 6

Insure the active participation of artists and arts organizations in the planning and use of decommissioned military facilities in San Francisco.

Background

Military facilities at the Presidio and Hunters Point Shipyard have been considered for de-commissioning. Up to 50% of Hunters Point Shipyard is to be leased to the City by November, 1991. The Presidio contains many structures which are suitable for use by artists and arts organizations who would bring new vitality and character, as well as economic benefits through tourism to the Presidio.

Portions of Hunters Point Shipyard are currently used for artists studio space and small businesses. The continued and expanded use of these facilities for the arts should be considered in future plans for the shipyard.

Two national models for the successful adaptation of military properties for use as artists spaces are Fort Mason Art Center in San Francisco and the Headlands Art Center at Fort Barry in Marin County.

POLICY 7

Encourage the use of available and existing facilities under local government jurisdiction by artists and arts organizations.

Background

Agencies that have major construction programs, such as the Port of San Francisco, the Redevelopment Agency and the Airport, participate in the public percent for art program but do not necessarily have policies relative to the use of their facilities for arts purposes. The Redevelopment Agency's project, Yerba Buena Gardens, is a

Interior of Davies Symphony Hall

Garden at San Francisco City and County Jail, San Bruno, created to fulfill public art requirement. Artist: Ned Kahn

notable exception. These agencies are also governed by state and federal statutes and are somewhat restricted in setting forth policies that don't relate to their government mandates. Arts uses aren't automatically excluded under these jurisdictions; however, innovative ways to extend the parameters of use can often be found.

POLICY 8

Include arts spaces in new public construction when appropriate.

Background

As public buildings are constructed or renovated, their potential for use as arts spaces should be a primary consideration. Arts use should be viewed broadly, and include consideration of performances, live/work, exhibition, rehearsal, meeting, administrative, and classroom spaces, in spaces not normally thought of as arts spaces.

The inclusion of artists spaces in new construction does not necessarily mean increased expense, but often is simply a different viewing of construction options, especially if conceived of in the initial planning for the building. To create space which is suitable for arts use could be as simple as modifying the plans for an existing plaza so that it can be used as a performance space, or including gallery lighting in a lobby area so that it becomes an exhibition space.

POLICY 9

Create opportunities for private developers to include arts spaces in private developments citywide.

Background

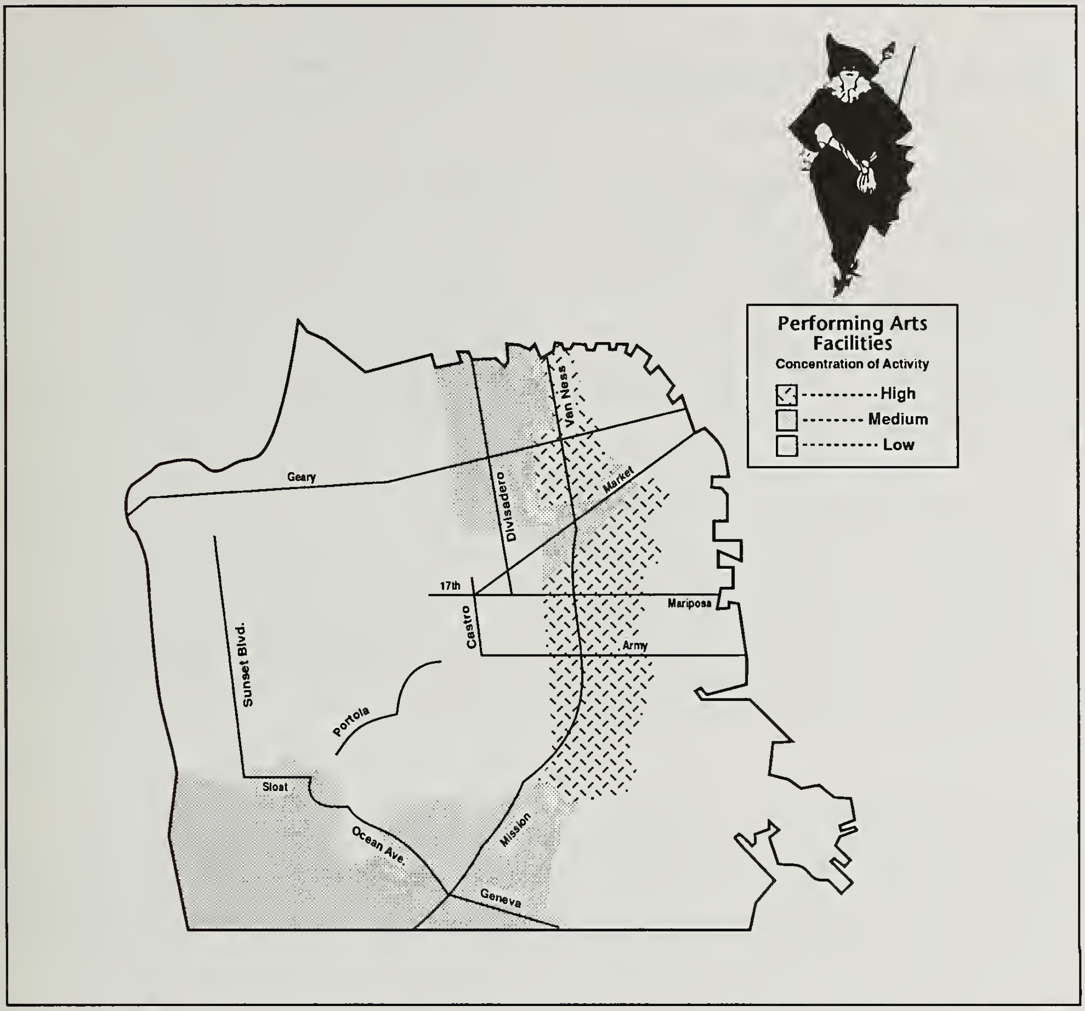
The City should take the lead in creating new incentives to promote the inclusion of arts facilities in private development, such as the following: adjustments to floor area ratios if nonprofit arts spaces are included in the development; taxes deferred or accrued; special financial mechanisms developed; or code or zoning variances given in exchange for including "cultural amenities" in land development projects.

POLICY 10

Assist artists and arts organizations in attaining ownership or long-term control of arts spaces.

Background

Artists are displaced for two primary reasons: the economics of the neighborhood or community have changed and they are unable to continue to afford to live or work there, or the actual spaces in which they live and/or work are destroyed, altered, or incorporated because of new development. Artists and arts organizations must be protected from displacement to avoid a recurrence of the exodus of artists from North Beach, for example. Displacement could be controlled if artists and arts organizations own or possess long-term leases on their facilities.


Performing Arts Facilities
Concentration of Activity
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POLICY 11

Identify, recognize, and support existing arts clusters and, wherever possible, encourage the development of clusters of arts facilities and arts related businesses throughout the city.

Background

The tendency of cultural activities to cluster together is born out of the energy and excitement that is generated when there is more than one activity taking place in a limited area. As discussed in the 1987 "Facilities and Programs for the Non-Profit Arts in San Francisco," theatre, music and visual arts audiences grow when there is the opportunity for exposure to various cultures, especially when those opportunities take place in geographic clusters. The Performing Arts Center and Fort Mason Center are good examples of tight clusters and the Mission/Potrero district is a good example of a more general cluster.

In addition to the value to audiences, cluster arts development can spur creative collaboration among arts organizations and artists, resulting in provocative artistic products as well as cost savings through shared facilities and/or shared administrative functions.

Further, cluster development has an economic development value. Arts-related businesses and commercial, retail, and hospitality establishments, finding a ready market for their goods and services, often locate and prosper in arts cluster developments.

OBJECTIVE 2

INCREASE OPPORTUNITIES FOR PUBLIC ART THROUGHOUT THE CITY.

There is no one universally held definition of public art. It is a term which carries many meanings, implications, assumptions, all of which are filtered through the experience and eye of the beholder. What can be said is that public art has undergone radical changes in the past twenty years, and that today's interpretation is broader, more fluid, and continuing to evolve. Public art enhances a city's visual aesthetic, provides citizens with the opportunity to experience creative expressions and beauty; provides cities and neighborhoods with identity and focus; provokes and promotes community dialogue; brings economic benefits in the form of tourism; provides jobs for artists, fabricators, shippers, suppliers; and changes attitudes about places and visual environment. Public art is no longer just the monument in the plaza, but is a complex process which involves and invigorates the viewer.

Traditional definitions of public art have also grown to include permanent art forms such as frescoes and tile murals as well as temporary installations. New directions in public art demand the encouragement of a diversity of art forms, so that art in public places truly represents all segments of the public.

San Francisco has long been a supporter and innovator in the public art field. There are four public art programs in the City of San Francisco, the Art in Public Places program administered by the Arts Commission, the Percent for Art programs of the Planning Commission and Redevelopment Agency, and the public art program of the Airports Commission. Those programs function independently, each responsible for a specific jurisdiction - the Arts Commission to projects on or adjacent to the site of public construction including the Airport; the Airports Commission program which deals solely with rotating exhibitions on the airport premises; the Redevelopment Agency, to art in major private development in redevelopment areas; and the Planning Department, whose public art program is restricted to the downtown area.

POLICY 1

Develop a public art plan and requisite ordinance for the City of San Francisco.

Background

Changing the guidelines of the current Art in Public Places program is best accomplished within the context of a public art plan. A public art plan for the City of San Francisco would articulate the city-wide vision for public art and provide guidance to the various public art programs.

A public art plan would not affect the autonomy of existing programs, but would rather enable each program to draw guidance from policy statements regarding, for example, the desired mix of media, or whether or how many projects should be undertaken by Bay Area artists. The plan might indicate opportunities for collaborative projects.

POLICY 2

Protect, maintain and preserve existing art work in the City Collection and art required by ordinance.

Background

Through the San Francisco Art Commission's Art in Public Places Program and through purchases and donations of art to the City over many generations, the City of San Francisco has acquired a sizable and prestigious collection of art works. This collection, distinguished from the world renowned collections under the jurisdiction of the City's art museums, is under the purview of the Arts Commission.

In addition to the acquisitions made through the Art in Public Places program, the Arts Commission is also responsible for the many historical monuments throughout the city. Further, the Arts Commission is concerned with those artworks which are part of a landmark or other structure, such as the murals in Coit Tower (Telegraph

Hill), the Mothers Building (Zoological Gardens), and the Beach Chalet (Golden Gate Park murals). Adequate funding must be provided to maintain and preserve these artworks.

There are also "public" art works in the city which do not fall under the City's purview, but which because of their location and/or history, are integral elements of the City's character and visual scenery. Many of those artworks are owned privately. These include art required by the San Francisco Percent for Art ordinances. The City should actively work with property owners to assist them in working with artists and the community to preserve these artworks and in complying with California statutes regarding destruction or moving of artwork.

POLICY 3

Publish and periodically update public art catalogs.

Background

Documentation of San Francisco's many public art works and projects is critical to the enjoyment and recognition of those works by residents and visitors. Adequate funding must be provided to insure that the city not only acquires art, but, through updated catalogs, promotes its existence and educates the public about this valuable City resource.

GLOSSARY OF TERMS

Art and Culture are used interchangeably in this plan, reinforcing the belief that the creative expressions of all segments of the community and all disciplines are equal in stature and worth.

Artists spaces, or Arts spaces, means any space in which art is created, performed, or exhibited. Artists spaces include, among others, studios, rehearsal halls, theaters, concert halls, exhibition spaces, live/work spaces, galleries, museums, as well as educational and administrative facilities.

Arts community includes the broad spectrum of artists, arts organizations, arts supporters, patrons, and audiences, which together represent San Francisco's interest and achievement in the arts.

Arts education in the Plan includes opportunities for individuals of all ages and backgrounds to learn about, participate in, and enjoy the arts of all disciplines and cultures.

Arts Service Organizations are membership organizations which provide information, technical assistance and educational programs for their constituents, often within a single arts discipline. Services may also include arts presenting, re-granting, and publications.

City of San Francisco or the City refers to the local government and its agencies and commissions, which govern the City and County of San Francisco.

Economic development includes policies, programs, and practices designed to increase and enhance the economy of San Francisco.

A Goal in this Plan is a broad statement of desire under which Objectives, which are measurable statements of intent, are organized. Under each Objective are Policies, which are guiding principles, followed by Recommendations, concrete actions which can be taken to implement policies.

Institution is an arts organization distinguished by budget size (generally $1 million+), artistic and administrative stability, public recognition, and development of a loyal audience and market.

Live/work refers to those spaces in which artists both live and work, governed by the Live/Work ordinances of the City of San Francisco.

Master Plan is the document which, through its stated goals, objectives and policies, guides the land use and zoning decisions of the City and County of San Francisco.

Multicultural arts organization means an organization "based within an ethnic minority community, as reflected in its staff, board of directors, audiences, and content of artistic programming. Multicultural applicants are defined as being deeply rooted in and reflective of an ethnic community, such as a Black, Latino, Asian, Pacific Islander or Native American community." (California Arts Council, Multicultural Advancement Program Guidelines, 1986)

The Nonprofit Arts includes those organizations dedicated to the creation or presentation of art which are incorporated as not-for-profit organizations in the State of California and are determined to be not-for-profit by the federal government under Section 501(c)(3) of the Internal Revenue Code.

State/Local Partnership is a program of the San Francisco Arts Commission, created with the responsibility for cultural planning and acting as a resource to San Francisco's arts community.

APPENDIX

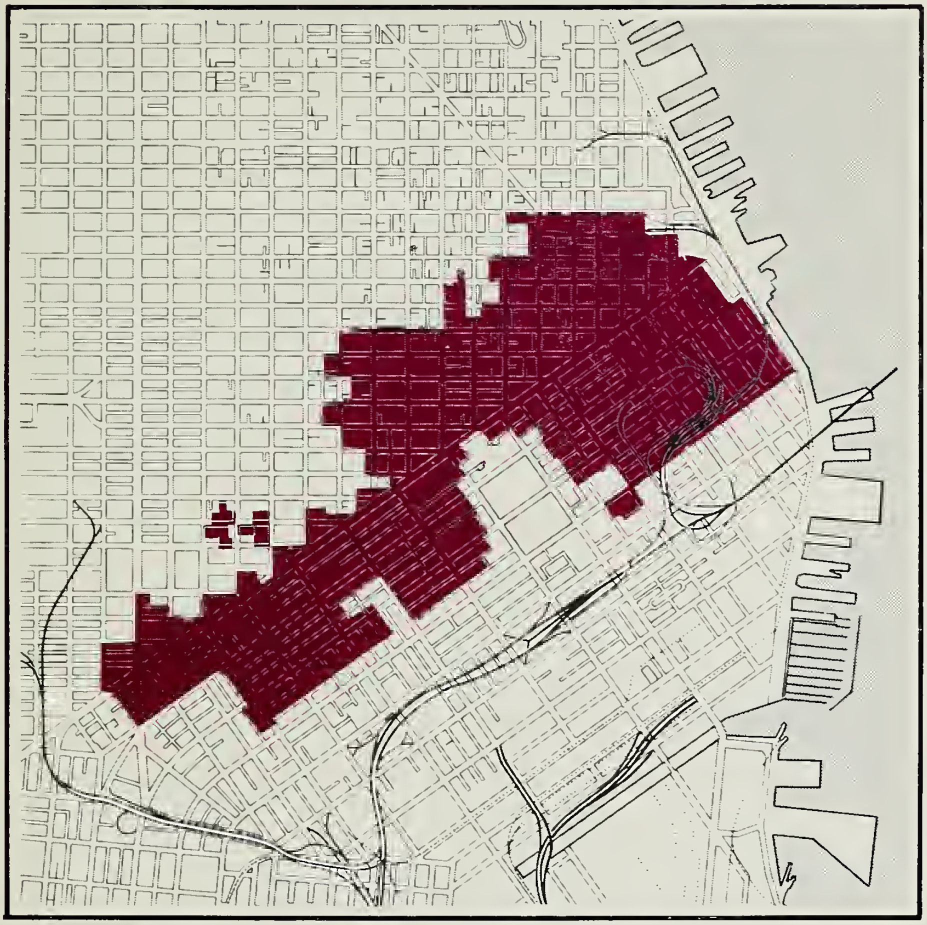
In 1987, City support for the arts also included $1,185,314 for the Asian Art Museum; $59,993 to the Commission on Aging for the Mt. Zion Artworks program which offers weekly visits to home-bound clients by a staff of professional artists and $45,620 for the Pleasure Endeavors program which provides participatory arts services to residents in long-term care facilities, as well as other services; $4,244,000 to the Fine Arts Museums, of which $759,000 was for capital improvements; $41,839 to the Office of the Mayor, Motion Picture Coordinator; $115,839 to the Public Library for its Children's Services Programs, which includes performances, arts and crafts, puppet shows, reading and singing aloud programs, and films, festivals, and videos and $37,919 for its Adult Services Program which offers films, lectures, music, videos, author and artist receptions, and poetry and play readings; $1,714,918 to the Cultural Division of the Recreation and Park Department for a variety of recreational/cultural programs; $482,490 to the Arts Commission for the Neighborhood Arts Program which provides start-up funds, technical assistance, and support services for neighborhood-based arts organizations, and operates four cultural centers, $58,000 for the care and maintenance of the City's art collection,$13,932 for the annual arts festival, $482,064 from property taxes for the annual POPS Symphony concerts, $80,283 for the Art Commission Gallery, and $288,637 for administration; and $4,364,490 for the War memorial and Performing Arts Center, of which 66.4% comes from the Hotel Tax Fund, for construction, administration, and operation of War Memorial and Performing Arts Center buildings and grounds.

Arts Element Logo Artist: Peter Almeida

II AREA PLANS

DOWNTOWN

DOWNTOWN



DOWNTOWN

DOWNTOWN

AN AREA PLAN OF THE MASTER PLAN OF
THE CITY AND COUNTY OF SAN FRANCISCO

DOWNTOWN

AN AREA PLAN OF THE MASTER PLAN OF
THE CITY AND COUNTY OF SAN FRANCISCO

DEPARTMENT OF CITY PLANNING

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SUMMARY OF OBJECTIVES AND POLICIES

SPACE FOR COMMERCE

OBJECTIVE 1

MANAGE ECONOMIC GROWTH AND CHANGE TO ENSURE ENHANCEMENT OF THE TOTAL CITY LIVING AND WORKING ENVIRONMENT.

POLICY 1

Encourage development which produces substantial net benefits and minimizes undesirable consequences. Discourage development which has substantial undesirable consequences which cannot be mitigated.

OBJECTIVE 2

MAINTAIN AND IMPROVE SAN FRANCISCO'S POSITION AS A PRIME LOCATION FOR FINANCIAL, ADMINISTRATIVE, CORPORATE, AND PROFESSIONAL ACTIVITY.

POLICY 1

Encourage prime downtown office activities to grow as long as undesirable consequences of such growth can be controlled.

POLICY 2

Guide location of office development to maintain a compact downtown core and minimize displacement of other uses.

OBJECTIVE 3

IMPROVE DOWNTOWN SAN FRANCISCO's POSITION AS THE REGION'S PRIME LOCATION FOR SPECIALIZED RETAIL TRADE.

POLICY 1

Maintain high quality, specialty retail shopping facilities in the retail core.

POLICY 2

Encourage the retail businesses which serve the shopping needs of less affluent downtown workers and local residents.

POLICY 3

Preserve retail service businesses in upper floor offices in the retail district.

POLICY 4

Limit the amount of downtown retail space outside the retail district to avoid detracting from its economic vitality.

POLICY 5

Meet the convenience needs of daytime downtown workers.

OBJECTIVE 4

ENHANCE SAN FRANCISCO'S ROLE AS A TOURIST AND VISITOR CENTER.

POLICY 1

Guide the location of new hotels to minimize their adverse impacts on circulation, existing uses, and scale of development.

OBJECTIVE 5

RETAIN A DIVERSE BASE OF SUPPORT COMMERCIAL ACTIVITY IN AND NEAR DOWNTOWN.

POLICY 1

Provide space for support commercial activities within the downtown and in adjacent areas.

OBJECTIVE 6

WITHIN ACCEPTABLE LEVELS OF DENSITY, PROVIDE SPACE FOR FUTURE OFFICE, RETAIL, HOTEL, SERVICE AND RELATED USES IN DOWNTOWN SAN FRANCISCO.

POLICY 1

Adopt a downtown land use and density plan which establishes subareas of downtown with individualized controls to guide the density and location of permitted land use.

SPACE FOR HOUSING

OBJECTIVE 7

EXPAND THE SUPPLY OF HOUSING IN AND ADJACENT TO DOWNTOWN.

POLICY 1

Promote the inclusion of housing in downtown commercial developments.

POLICY 2

Facilitate conversion of underused industrial and commercial areas to residential use.

OBJECTIVE 8

PROTECT RESIDENTIAL USES IN AND ADJACENT TO DOWNTOWN FROM ENCROACHMENT BY COMMERCIAL USES.

POLICY 1

Restrict the demolition and conversion of housing in commercial areas.

POLICY 2

Preserve existing residential hotels.

OPEN SPACE

OBJECTIVE 9

PROVIDE QUALITY OPEN SPACE IN SUFFICIENT QUANTITY AND VARIETY TO MEET THE NEEDS OF DOWNTOWN WORKERS, RESIDENTS, AND VISITORS.

POLICY 1

Require usable indoor and outdoor open space, accessible to the public, as part of new downtown development.

POLICY 2

Provide different kinds of open space downtown.

POLICY 3

Give priority to development of two categories of highly valued open space; sunlit plazas and parks.

POLICY 4

Provide a variety of seating arrangements in open spaces throughout downtown.

POLICY 5

Improve the usefulness of publicly owned rights-of-way as open space.

OBJECTIVE 10

ASSURE THAT OPEN SPACES ARE ACCESSIBLE AND USABLE.

POLICY 1

Develop an open space system that gives every person living and working downtown access to a sizable sunlit open space within convenient walking distance.

POLICY 2

Encourage the creation of new open spaces that become a part of an interconnected pedestrian network.

POLICY 3

Keep open space facilities available to the public.

POLICY 4

Provide open space that is clearly visible and easily reached from the street or pedestrian way.

POLICY 5

Address the need for human comfort in the design of open spaces by minimizing wind and maximizing sunshine.

OBJECTIVE 11

PROVIDE CONTRAST AND FORM BY CONSCIOUSLY TREATING OPEN SPACE AS A COUNTERPOINT TO THE BUILT ENVIRONMENT.

POLICY 1

Place and arrange open space to complement and structure the urban form by creating distinct openings in the otherwise dominant streetwall form of downtown.

POLICY 2

Introduce elements of the natural environment in open space to contrast with the built-up environment.

PRESERVING THE PAST

OBJECTIVE 12

CONSERVE RESOURCES THAT PROVIDE CONTINUITY WITH SAN FRANCISCO'S PAST.

POLICY 1

Preserve notable landmarks and areas of historic, architectural, or aesthetic value, and promote the preservation of other buildings and features that provide continuity with past development.

POLICY 2

Use care in remodeling significant older buildings to enhance rather than weaken their original character.

POLICY 3

Design new buildings to respect the character of older development nearby.

URBAN FORM

Height and Bulk

OBJECTIVE 13

CREATE AN URBAN FORM FOR DOWNTOWN THAT ENHANCES SAN FRANCISCO'S STATURE AS ONE OF THE WORLD'S MOST VISUALLY ATTRACTIVE CITIES.

POLICY 1

Relate the height of buildings to important attributes of the city pattern and to the height and character of existing and proposed development.

POLICY 2

Foster sculpturing of building form to create less overpowering buildings and more interesting building tops, particularly the tops of towers.

POLICY 3

Create visually interesting terminations to building towers.

POLICY 4

Maintain separation between buildings to preserve light and air and prevent excessive bulk.

Sunlight and Wind

OBJECTIVE 14

CREATE AND MAINTAIN A COMFORTABLE PEDESTRIAN ENVIRONMENT.

POLICY 1

Promote building forms that will maximize the sun access to open spaces and other public areas.

POLICY 2

Promote building forms that will minimize the creation of surface winds near the base of buildings.

Building Appearance

OBJECTIVE 15

TO CREATE A BUILDING FORM THAT IS VISUALLY INTERESTING AND HARMONIZES WITH SURROUNDING BUILDINGS.

POLICY 1

Ensure that new facades relate harmoniously with nearby facade patterns.

POLICY 2

Assure that new buildings contribute to the visual unity of the city.

POLICY 3

Encourage more variation in building facades and greater harmony with older buildings through use of architectural embellishments and bay or recessed windows.

Streetscape

OBJECTIVE 16

CREATE AND MAINTAIN ATTRACTIVE, INTERESTING URBAN STREETSCAPES

POLICY 1

Conserve the traditional street to building relationship that characterizes downtown San Francisco.

POLICY 2

Provide setbacks above a building base to maintain the continuity of the predominant streetwalls along the street.

POLICY 3

Maintain and enhance the traditional downtown street pattern of projecting cornices on smaller buildings and projecting belt courses on taller buildings.

POLICY 4

Use designs and materials and include activities at the ground floor to create pedestrian interest.

POLICY 5

Encourage the incorporation of publicly visible art works in new private development and in various public spaces downtown.

MOVING ABOUT

MOVING TO AND FROM DOWNTOWN

OBJECTIVE 17

DEVELOP TRANSIT AS THE PRIMARY MODE OF TRAVEL TO AND FROM DOWNTOWN.

POLICY 1

Build and maintain rapid transit lines from downtown to all suburban corridors and major centers of activity in San Francisco.

POLICY 2

Expand existing non-rail transit service to downtown.

POLICY 3

Establish exclusive transit lanes on bridges, freeways and city streets where significant transit service exists.

POLICY 4

Coordinate regional and local transportation systems and provide for interline transit transfers.

POLICY 5

Provide for commuter bus loading at off-street terminals and at special curbside loading areas at non-congested locations.

POLICY 6

Make convenient transfers possible by establishing common or closely located terminals for local and regional transit systems.

POLICY 7

Continue ferries and other forms of water-based transportation as an alternative method of travel between San Francisco and the north bay.

OBJECTIVE 18

ENSURE THAT THE NUMBER OF AUTO TRIPS TO AND FROM DOWNTOWN WILL NOT BE DETRIMENTAL TO THE GROWTH OR AMENITY OF DOWNTOWN.

POLICY 1

Do not increase (and where possible reduce) the existing automobile capacity of the bridges, highways and freeways entering the city.

POLICY 2

Provide incentives for the use of transit, carpools and vanpools, and reduce the need for new or expanded automobile parking facilities.

POLICY 3

Discourage new long-term commuter parking spaces in and around downtown. Limit long-term parking spaces serving downtown to the number that already exists.

POLICY 4

Locate any new long-term parking structures in areas peripheral to downtown. Any new peripheral parking structures should: be concentrated to make transit service efficient and convenient; be connected to transit shuttle service to downtown; provide preferred space and rates for van and car pool vehicles.

POLICY 5

Discourage proliferation of surface parking as an interim land use, particularly where sound residential, commercial or industrial buildings would be demolished.

OBJECTIVE 19

PROVIDE FOR SAFE AND CONVENIENT BICYCLE USE AS A MEANS OF TRANSPORTATION.

POLICY 1

Include facilities for bicycle users in governmental, commercial, and residential developments.

POLICY 2

Accommodate bicycles on regional transit facilities and important regional transportation links.

POLICY 3

Provide adequate and secure bicycle parking at transit terminals.

MOVING AROUND DOWNTOWN

OBJECTIVE 20

PROVIDE FOR THE EFFICIENT, CONVENIENT AND COMFORTABLE MOVEMENT OF PEOPLE AND GOODS, TRANSIT VEHICLES AND AUTOMOBILES WITHIN THE DOWNTOWN.

POLICY 1

Develop the downtown core as an automobile control area.

POLICY 2

Organize and control traffic circulation to reduce congestion in the core caused by through traffic and to channel vehicles into peripheral parking facilities.

POLICY 3

Locate drive-in, automobile-oriented, quick-stop and other auto-oriented uses on sites outside the office retail, and general commercial districts of downtown.

POLICY 4

Improve speed of transit travel and service by giving priority to transit vehicles where conflicts with auto traffic occur, and by establishing a transit preferential streets system.

POLICY 5

Develop shuttle transit systems to supplement trunk lines for travel within the greater downtown area.

POLICY 6

Maintain a taxi service adequate to meet the needs of the city and to keep far as reasonable.

POLICY 7

Encourage short-term use of existing parking spaces within and adjacent to the downtown core by converting all-day commuter parking to short-term parking in areas of high demand. Provide needed additional short-term parking structures in peripheral locations around but not within the downtown core, preferably in the short-term parking belt.

POLICY 8

Make existing and new accessory parking available to the general public for evening and weekend use.

OBJECTIVE 21

IMPROVE FACILITIES FOR FREIGHT DELIVERIES AND BUSINESS SERVICES.

POLICY 1

Provide off-street facilities for freight loading and service vehicles on the site of new buildings sufficient to meet the demands generated by the intended uses. Seek opportunities to create new existing buildings.

POLICY 2

Discourage access to off-street freight loading and service vehicle facilities from transit preferential streets, or pedestrian-oriented streets and alleys.

POLICY 3

Encourage consolidation of freight deliveries and night-time deliveries to produce greater efficiency and reduce congestion.

POLICY 4

Provide limited loading spaces on street to meet the need for peak period or short-term small deliveries and essential services, and strictly enforce their use.

POLICY 5

Require large new hotels to provide off-street passenger loading and unloading of tour buses.

OBJECTIVE 22

IMPROVE THE DOWNTOWN PEDESTRIAN CIRCULATION SYSTEM, ESPECIALLY WITHIN THE CORE, TO PROVIDE FOR EFFICIENT, COMFORTABLE, AND SAFE MOVEMENT.

POLICY 1

Provide sufficient pedestrian movement space.

POLICY 2

Minimize obstructions to through pedestrian movement on sidewalks in the downtown core.

POLICY 3

Ensure convenient and safe pedestrian crossings.

POLICY 4

Create a pedestrian network in the downtown core area that includes streets devoted to or primarily oriented to pedestrian use.

POLICY 5

Improve the ambience of the pedestrian environment.

SEISMIC SAFETY

OBJECTIVE 23

REDUCE HAZARDS TO LIFE SAFETY AND MINIMIZE PROPERTY DAMAGE AND ECONOMIC DISLOCATION RESULTING FROM FUTURE EARTHQUAKES

POLICY 1

Apply a minimum level of acceptable risk to structures and uses of land based upon the nature of the use, importance of the use to public safety and welfare, and density of occupancy.

POLICY 2

Initiate orderly abatement of hazards from existing buildings and structures, while preserving the architectural design character of important buildings.

POLICY 3

Require geologic or soil engineering site investigation and compensating structural design based on findings for all new structures in special geologic study areas.

POLICY 4

Review and amend at regular intervals all relevant public codes to incorporate the most current knowledge and highest standards of seismic design, and support seismic research through appropriate actions by all public agencies.

DOWNTOWN

INTRODUCTION

This is the area plan for Downtown San Francisco. It contains objectives and policies to guide decisions affecting the downtown area. It also contains some of the background to the objectives and policies and some of the key actions to implement them; they are described more extensively in the separate publication of the Plan.

The Downtown Plan grows out of an awareness of the public concern in recent years over the degree of change occurring downtown — and of the often conflicting civic objectives between fostering a vital economy and retaining the urban patterns and structures which collectively for the physical essence of San Francisco.

The Plan foresees a downtown known the world over as a center of ideas, services and trade and as a place for stimulating experiences. In essence, downtown San Francisco should encompass a compact mix of activities, historical values, and distinctive architecture and urban forms that engender a special excitement reflective of a world city.

SPACE FOR COMMERCE

OBJECTIVES AND POLICIES

OBJECTIVE 1

MANAGE ECONOMIC GROWTH AND CHANGE TO ENSURE ENHANCEMENT OF THE TOTAL CITY LIVING AND WORKING ENVIRONMENT.

POLICY 1

Encourage development which produces substantial net benefits and minimizes undesirable consequences. Discourage development which has substantial undesirable consequences which cannot be mitigated.

The Downtown Plan recognizes the need to create jobs, especially for San Franciscans, and to continue San Francisco's role as an international center of commerce and services. New jobs to enhance these city functions, to expand employment opportunities, and to provide added tax resources, make downtown growth at a reasonable scale a desirable course for the city.

Downtown provides the principal source of new jobs for city residents. Currently, 56 percent of the 280,000 existing downtown jobs are held by San Franciscans. New jobs are expected to provide opportunities at all skill and wage levels. A likely distribution of new jobs by occupation is: professional, technical, administrative, managerial, about 50%; clerical, sales, and service, about 40%; crafts, operatives, and other, about 10%. A likely distribution of new jobs by wages and salaries is: less that $15,000, about 25%; $15,000-$24,999 about 34%; $25,000-$49,999 about 30%; and $50,000 and above about 11%.

The City Planning Commission now requires the sponsors of new downtown buildings to notify the city at least six months prior to project completion, of prospective building tenants and job opportunities, particularly entry level positions. This information is used to design and structure job training programs and help direct those seeking employment to job opportunities. These efforts should be intensified with new methods initiated to increase the percentage of new jobs going to San Franciscans.

The focus of the Plan is to allow appropriate growth but to manage vigorously its effects — preventing building where change would diminish the city's character or livability. The maximum potential for growth under the recommended Plan is considerably less than under the current Planning Code. The existing Code permits a level of growth far in excess of what can be realistically expected or, more importantly, what is desirable. Under the Plan's proposals the downtown growth rate for offices is projected to be slowed significantly, from an average of 1.6 million square feet per year to 840 thousand square feet per year.

It is the premise of the Plan that if the transportation and housing policies and targets, its recommendations for the height, bulk, and density of buildings, and open space features are followed, this lower rate of growth projected for the city can continue without adverse consequences. On the other hand, if this Plan or proposals similar in nature or intent are not followed, the growth rate may need to be slowed as a matter of deliberate public policy.

Key sections of the Plan identify what must be done to absorb new job growth in San Francisco, particularly in two critical supporting systems — transportation and housing. The Plan contains these basic targets: an annual average of 1,000 to 1,500 housing units should be built to reduce the effects of increased employment on the housing market. It also indicates that ridesharing must be expanded to a point where the number of persons commuting by auto or van increases from 1.48 to 1.66 persons per vehicles. The use of transit by downtown workers must increase from 60% to 67% of all work trips in order to avoid unacceptable levels of congestion.

The Residence Element of the Master Plan lays out a course by which the housing targets may be achieved. The Moving About Chapter of this Plan lays out a course by which the transportation targets may be achieved. The Transit Development Fee assessing new office construction $5 per foot to assist in expanding public transit, and the Office Housing Production Program requiring housing assistance in proportion to office space added will assist in meeting these targets.

Few issues stimulate as much public debate as do downtown development and implications of growth in new office construction.

The C-3 districts of downtown San Francisco represent the largest concentration of commercial activity and employment in the Bay Region. There are four principal kinds of commercial uses downtown: office, retail, hotel, and support commercial. The demand for these various types of space and the implications of accommodating that demand are primary concerns of this Plan.

OFFICE SPACE

Background

Office space in downtown San Francisco provides the city and Bay Area with an active source of employment and a strong economic base that generates activity and employment in other sectors of the local and regional economy. More than 60 million square feet of office space combine with about 40 million square feet of retail, hotel, housing, cultural, institutional, industrial and other related space in the C-3 district. This total of over 100 million square feet of space provides employment opportunities for more than 280,000 city and Bay Area residents.

A wide variety of business activities are conducted in downtown office space. Corporate headquarters, financial institutions, insurance companies, major utilities, business and professional services occupy more than 42 million square feet in the primary office (C-3-O) district. Over 220,000 office workers are employed in a wide range of managerial, professional, clerical, and less skilled occupations serving international, national, regional and local markets. These activities include executive, administrative and information processing functions. Rental rates for space in this district are among the highest in the region, reflecting the desirability of this location.

In addition to office space in the C-3-O district, almost five million square feet of office space are located in the C-3-R district. Another nine million square feet are in the C-3-G district, and five million square feet are in the C-3-S district. In addition to the primary office activities, office space in these areas contains government services, wholesaling, display, customer services, import-export trade, and retail service businesses.

The supply of downtown office space has shown unprecedented growth in recent years. During the 17 years between 1965 and 1981 office building construction in the city more than doubled, growing from 26 million square feet to 55 million square feet. This represents an average annual growth rate of more than 1.7 million square feet per year. Most of this space was built in the C-3 districts.

Most of the rapid growth has occurred in the C-3-O district, where corporate, administrative, managerial, real estate, advertising and public relations firms value the prestige and image of a location in downtown San Francisco and benefit from close physical proximity and face-to-face contacts. Demand for C-3-O locations has remained strong. Competition for space in the more desirable locations has supported higher rents, spurred new construction, and expanded the size of the office district. As this has occurred, those office activities such as smaller businesses which are more sensitive to the cost of a central location have shifted to peripheral locations. They have brought pressure for conversion of non-office uses—such as retail, housing, and light industry—to office space. Other office activities particularly susceptible to automation and requiring buildings with large floor areas (such as information processing or "back office" functions) have sought more outlying sites and in some cases have chosen locations outside the C-3 districts to meet their space needs.

In addition to concern about displacement of non-office activities and loss of large "back office" activities, rapid growth of downtown office space has led to concern about the physical scale of development and its effect on urban form including skyline, sunlight and wind, open space, preservation of architecturally important buildings, and transportation.

As long as potential problems in these areas are avoided, downtown will remain the primary location for those activities of commerce attracted to San Francisco for its "image," its accessibility, close association with similar firms, support commercial services available, the variety of restaurants, entertainment, clubs, hotels, retail services, and the generally urbane quality of the environment.

OBJECTIVES AND POLICIES

OBJECTIVE 2

MAINTAIN AND IMPROVE SAN FRANCISCO'S POSITION AS A PRIME LOCATION FOR FINANCIAL, ADMINISTRATIVE, CORPORATE, AND PROFESSIONAL ACTIVITY.

Almost two-thirds of the city's new permanent jobs in recent years have been located in the downtown financial district. This growth — primarily in finance, insurance, real estate activities, and business services reflects the city's strong competitive advantage in this sector. Since the office sector is the city's major provider of employment opportunities, it is essential that its vitality remain at a high level.

POLICY 1

Encourage prime downtown office activities to grow as long as undesirable consequences of such growth can be controlled.

Downtown office space expansion during the last two decades has greatly shaped the city economically and physically. This growth, while supporting the economic vitality of the city, has not been without environmental and aesthetic costs. As public facilities become strained, the marginal costs and benefits may indicate limits to growth. Furthermore, the social and environmental costs must be weighed against economic benefits. The costs include:

- Effects of overly-large office on the scale and character of the city;
- Destruction and replacement of buildings of significant architectural merit;
- Reduction in remaining areas of sunshine reaching streets and publicly accessible open space;
- Effects of street level winds on the pedestrian;
- Effects of commuter traffic on downtown congestion, air pollution, energy use, and consumption of land for parking;
- Overburdened public transit systems that connect the downtown to the city and surrounding region;
- Increased traffic noise;
- Effect of increased employment demand on existing services and increased pressures on a limited housing supply; and
- Conversion of existing housing, retail, and service commercial space to office space.

In order for economic and job growth resulting from office space development to continue, these adverse effects must be kept within acceptable limits.

The proposed policies and actions in this Plan are aimed at eliminating, reducing, or controlling the negative effects brought about by further accommodation of downtown office space. The Plan addresses these potential consequences by recommending substantial changes in downtown zoning. These would control the height and bulk of new buildings, as well as encourage the preservation of significant existing buildings. The Plan also contains policies for improving transportation, improving the pedestrian environment, and adding more open space for those who work downtown.

These proposals and others are discussed in greater detail in subsequent chapters of the Downtown Plan.

POLICY 2

Guide location of office development to maintain a compact downtown core and minimize displacement of other uses.

San Francisco is fortunate to have an extremely well-served, compact downtown office core area that also provides opportunities for growth. The scale of the downtown district plays an important role in attracting employment in the finance, insurance, and real estate industries.

A compact downtown ensures its economic strength and desirability, and makes it easier to service with public transit. Land use controls should continue to encourage growth in a way that enhances the concentration of the downtown office district.

RETAIL SPACE

Background

Downtown San Francisco's proposed C-3 districts currently contain nearly $8.2 million square feet of retail shops and restaurants serving residents, workers, and visitors. This space provides employment opportunities for 23,000 retail workers, mostly in sales and service occupations.

Retail functions are distributed throughout downtown. The greatest concentration of retail and personal services is in the retail core, generally bounded by Powell, Sutter, Kearny and Market. This area is the center for specialized comparison retail shopping within the Bay Area. It contains nearly 3.4 million square feet of retail stores and restaurants, including six major retailers, each with more than 100,000 square feet.

The Union Square area contains many of the city's finest shops and hotels and, along with Manhattan's Fifth Avenue and Chicago's Michigan Avenue, is one of the strongest downtown retail districts in the country.

The downtown office core contains two million square feet of retail establishments. Embarcadero Center and the Crocker Galleria are major shopping destinations. However, most of the retail space is located in the lower floor of office buildings.

Retail activity in the Market-Van Ness area serves office workers of the Civic Center area and patrons of nearby performing arts facilities.

Retail trade in the C-3-S zone occupies about 650,000 square feet of space. This is a relatively small proportion of the total space in the district, largely because it has low residential and daytime employment densities and at present no major visitor attractions except the newly opened Moscone Convention Center. Retail activity in the area is expected to increase sharply as the Yerba Buena Center develops.

At least two other major activities locate near retail activity. Branch banks, providing what are traditionally called retail banking functions, occupy approximately 1.3 million square feet of ground floor space in the C-3 districts. Retail services, such as hairdressers, travel agencies, and medical professionals, occupy approximately three million square feet in downtown San Francisco. A large number of these services are located in upper story office space in the C-3-R district.

Growth has caused some decentralization and fragmentation of the traditional retail core. Embarcadero Center and Crocker Galleria are examples if sizable new retail development outside the Union Square area. Tourist and visitor-oriented retail growth has extended from Fisherman's Wharf and Chinatown to Pier 39 and some neighborhood commercial districts, such as Union Street. Visitor-oriented trade is expected for the new Yerba Buena shops and restaurants and the Ferry Building now proposed for renovation. Even with these changes, activity near Union Square remains strong, with the recent completion of two large, high-quality clothing stores: Saks Fifth Avenue and Neiman-Marcus.

Throughout the C-3 districts, smaller-scale, pedestrian-oriented streets are becoming lined with restaurants, shops, and lounges. These commercial-recreation streets, such as Maiden Lane, Belden, and Front between California and Sacramento, are important attributes of the downtown.

Despite the health of retail trade downtown, rapid growth of office space and a diminishing supply of available land in the office core north of Market have led to concern about encroachment of office development into the traditional retail areas. Upper story space traditionally used by retail services could easily be converted for office users able to pay higher rents. Conversions from retail to office space, such as those of the former Sloan's and Livingston's, give rise to the concern.

OBJECTIVES AND POLICIES

OBJECTIVE 3

IMPROVE DOWNTOWN SAN FRANCISCO's POSITION AS THE REGION'S PRIME LOCATION FOR SPECIALIZED RETAIL TRADE.

Factors responsible for San Francisco's significant downtown retail trade district include a large number of specialized and attractive shops, proximity to a large, relative affluent workday population, high usage by city and Bay Area residents, accessibility via an extensive regional and citywide transit system, and the nearby location of major hotels serving a large visitor population. This combination of factors must be maintained and improved to keep the downtown retail sector prosperous.

POLICY 1

Maintain high quality, specialty retail shopping facilities in the retail core.

The downtown retail shopping area has developed into a compact, highly accessible specialty retail center for the Bay Area. The concentration of quality stores and merchandise allows the retail area to function as a regional, as well as a citywide attraction. The appeal of this district is enhanced by the sunny pedestrian environment in and around Union Square. The city should ensure that further development retains the area's compactness and does not endanger the pleasant environmental setting.

Only growth compatible with existing uses and reinforcing the retail function should be encouraged. Similarly, circulation within the area, and awareness of physical design amenities should be observed in promoting development of the downtown retail sector.

POLICY 2

Encourage the retail businesses which serve the shopping needs of less affluent downtown workers and local residents.

While the retail district has become a specialized specialty shopping center with higher priced merchandise it need not be exclusively such a center. It can and should continue to serve the needs of lower income shoppers as well. Continued location of stores offering lower priced merchandise should also be encouraged in the retail district and throughout downtown.

POLICY 3

Preserve retail service businesses in upper floor offices in the retail district.

Personal services such as hairdressers, travel agents, and medical professionals are an important component of the downtown retail sector. Ample space should be provided for such uses.

POLICY 4

Limit the amount of downtown retail space outside the retail district to avoid detracting from its economic vitality.

It is important to ensure that the convenience shopping needs of office workers and nearby residents are met and that ground floor retail frontage and pedestrian amenities are provided throughout downtown.

However, too much retail space in too many scattered locations could weaken the retail district since its major strength is its concentration of uses.

POLICY 5

Meet the convenience needs of daytime downtown workers.

Nearly 280,000 people work in the C-3 district is downtown San Francisco. Many eat in nearby restaurants, shop for convenience items during their lunch breaks, or use various retail and personal services. It is important that these shops, restaurants, and services be easily accessible to many workers who may have limited time available during the work day.

HOTEL SPACE

Background

Visitor trade constitutes an important economic base and job source for San Franciscans. It generates substantial revenues in many related economic areas, including transportation, general merchandising, eating and drinking places, other retail trade, personal services, and entertainment and recreation. By far the largest expenditures by visitors are for hotels, followed by restaurants and retail purchases.

Downtown San Francisco's C-3 districts have more than 60 visitor hotels occupying about nine million gross square feet and offering more than 16,000 rooms. These hotels range in size from the San Francisco Hilton with 1,728 rooms to small bed-and-breakfast inns with ten or fewer rooms. However, most have between 100 and 250 rooms. These hotels cater to conventioneers and tour groups, as well as to individual business travelers and tourists. Most of the hotels in the C-3 district are clustered in the C-3-G and C-3-R districts around Union Square and to the west.

BEAUTY
HASTINGS

OBJECTIVES AND POLICIES

OBJECTIVE 4

ENHANCE SAN FRANCISCO'S ROLE AS A TOURIST AND VISITOR CENTER.

POLICY 1

Guide the location of new hotels to minimize their adverse impacts on circulation, existing uses, and scale of development.

Hotels and other visitor - oriented uses naturally tend to locate in geographical proximity to one another just as other sectors of the economy. Proximity to other hotels, restaurants, convention facilities, business appointments, sightseeing interests, other retail, and entertainment enhances visitor appeal. However, too great a concentration of large hotels can overwhelm the scale and character of an existing district or create unmanageable traffic problems. Unchecked pressure to develop additional tourist hotels in mixed residential and commercial neighborhoods can lead to conversion of existing dwelling units for tourist accommodations, as well as alter the presentation of ground floor retail activities.

While it is important to allow hotels to locate in visitor activity areas, downtown San Francisco is compact enough for large new hotels to locate in the South of Market near the convention center and still take advantage of many visitor services located north of Market.

SUPPORT COMMERCIAL SPACE

Background

Support commercial involves a broad spectrum of functions, including business services, sale and repair of office equipment, printing, wholesaling, distribution, delivery services, blueprinting, and maintenance services. It also involves the so-called back office functions, such as billing, data processing, record storage, and drafting and secondary office functions for sales, wholesale, and distribution activities. Like other categories of commercial space, these functions are distributed throughout the C-3 district and in adjacent areas surrounding the downtown. They also tend to cluster and are more prevalent in the lower rent and lower rise structures at the periphery of the C-3 district.

Between 1960 and 1980 San Francisco's employment growth has been principally in services; finance, insurance, and real estate; and transportation, communications, and utilities. These jobs are primarily office jobs. Employment growth has caused considerable pressure to develop vacant land for offices, and to convert existing space to office space. These pressures have affected parts of downtown that have traditionally provided non-office support-commercial employment.

A considerable amount of support commercial activities exist in the C-3-G and C-3-S zones between Market and Folsom Street and west of Fourth Street. These contain a number of major back office and information processing buildings where bank and insurance companies conduct data processing and billing functions. They also include numerous smaller firms carrying on a wide range of diverse commercial activities — printing, photo processing, vehicle maintenance, warehousing, paper warehousing, and machinery sales and service. It is unlikely that the support commercial activity in this area will be displaced by prime office functions during the foreseeable future. However, some conversion of older buildings to office space may occur.

OBJECTIVES AND POLICIES

OBJECTIVE 5

RETAIN A DIVERSE BASE OF SUPPORT COMMERCIAL ACTIVITY IN AND NEAR DOWNTOWN.

POLICY 1

Provide space for support commercial activities within the downtown and in adjacent areas.

The strength of the prime office activities concentrated downtown is dependent upon a wide range of support commercial activities nearby. These activities provide a substantial number of jobs and enhance the overall economic vitality of the city and promote diversity in employment. Land use policies should assure the availability of adequate space for these activities.

LOCATION AND DENSITY OF COMMERCIAL SPACE

Background

Each of the four main downtown commercial functions--office, retail, hotel and support commercial--occurs to some extent throughout the entire downtown, but each has one predominant location where most activities are clustered. These concentrations of office, retail, hotel, and support commercial space coincide roughly with the boundaries and primary functions of the four existing downtown use districts.

OBJECTIVES AND POLICIES

OBJECTIVE 6

WITHIN ACCEPTABLE LEVELS OF DENSITY, PROVIDE SPACE FOR FUTURE OFFICE, RETAIL, HOTEL, SERVICE AND RELATED USES IN DOWNTOWN SAN FRANCISCO.

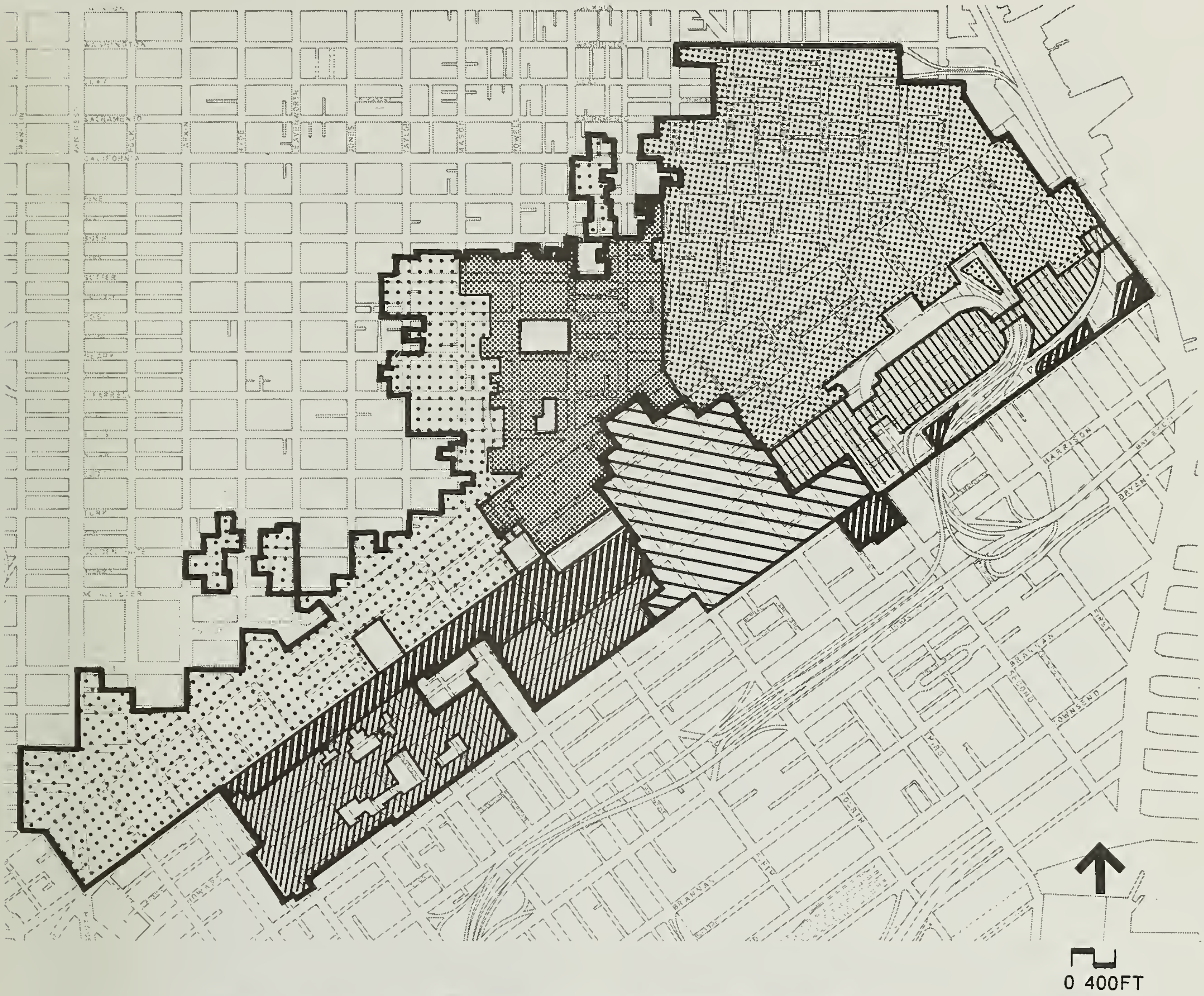
POLICY 1

Adopt a downtown land use and density plan which establishes subareas of downtown with individualized controls to guide the density and location of permitted land use.

Doing business downtown is convenient because activities, services, goods, and amenities are closely spaced. Variety in close proximity is the hallmark of major urban centers. Equally important is the relative balance among various groups of activities. Business support services are no less important than prime office space. Hotels, retail stores, banks, personal services, wholesaling, repair services, restaurants, and cultural activities contribute to the mixture and strength downtown. They help make it a desirable place to do business and a desirable place to work.

Commercial activities are grouped in clusters downtown. The financial core of banks and office buildings is concentrated on Montgomery, California, and lower Market. The retail core is centered around Union Square. Hotels, theaters, clubs and restaurants are clustered around Mason, Powell, and Geary. Distances between these centers are short, but the edges of each are somewhat blurred with overlapping uses from adjacent activity centers.

These clusters should be reinforced, each maintaining its predominant activity without losing the essential urban qualities that a mix of uses provides. Major office towers can be constructed on sites remaining in the financial core north and south of Market and in an expanded area south of Market centered on the Transbay Bus Terminal. Concentrating office towers in these locations protects the fine scale and rich mix of uses in Chinatown, Jackson Square, Kearny Street, Union Square, Mid-Market, North of Market-Tenderloin, and the hotel-entertainment area near Mason Street.


WASHINGTON
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PINE
BUSH
SUTTER
POST
GEARY
O'FARRELL
ELLIS
EDDY
TURK
GOLDEN GATE
MCALLISTER
HARRISON
BRYANT
BRANNAN
TOWNSEND
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DOWNTOWN LAND USE AND DENSITY PLAN

Map 1

Predominant Commercial Use Type		Building Commercial Intensity Density*	Height	Appropriate Zoning District
░	Downtown Office	FAR 9:1		C-3-O
||||||||	Downtown Office	6:1		C-3-O (SD)
▓	Downtown Retail	6:1		C-3-R
⁚⁚⁚	Downtown General Commercial	6:1		C-3-G
////	Downtown Service	5:1		C-3-S
////	Downtown Service, Industrial Housing Conservation	2:1 office, 5:1 other		C-3-S (SU)
\\\\\\\\	Mixed Use	See Yerba Buena Center Redevelopment Plan		

*Unused FAR may be transferred from preservation sites to development sites up to a maximum FAR of 18:1 in the C-3-O and C-3-O (SD) districts and up to one and one half times the basic FAR in the C-3-R, C-3-G and C-3-S districts. See Preservation of the Past Chapter.

Support commercial and secondary office demand can be absorbed in a number of locations: Market Street west of Fifth Street, portions of the south of Market west of YBC, the Van Ness corridor, Second Street corridor south of the C-3 district, Jackson Square, and the northern waterfront. A major new source of space for support commercial and secondary office may also be provided at Mission Bay.

The principal hotel functions are encouraged as part of Yerba Buena Center. The Plan proposes to protect and encourage major retailing along Market Street from Powell to Kearny, in the Union Square area, and along Sutter, Post, Grant, and Kearny Streets.

In addition to supporting large clusters of activities within an overall mix, lively street level activity with ground floor retail uses should be provided throughout the downtown. New development should be permitted and encouraged within the context of transitional values of fine-scale, architectural design, pedestrian-oriented active street life with a mixture of uses, sunlit sidewalks and open space, and respect for the quality of the existing development.

Key Implementing Actions

Modify C-3 use districts to conform to the Downtown Land Use and Density Plan (Map 1).

DOWNTOWN OFFICE
(C-3-O DISTRICT)

Lower the base FAR; Revise district boundaries; Encourage public serving uses on the ground floor.

DOWNTOWN RETAIL
(C-3-R DISTRICT)

Lower the base FAR; Revise district boundaries; Make retail uses the primary uses of the ground floor; Generally limit offices to those providing services to the general public and permit large scale offices only by conditional use; Permit hotels only by conditional use.

DOWNTOWN GENERAL COMMERCIAL
(C-3-G DISTRICT)

Allow residential uses above the base FAR as conditional uses; Revise district boundaries; Encourage provision of retail and personal service uses along the ground floor street frontage; Protect existing housing.

DOWNTOWN SUPPORT
(C-3-S DISTRICT)

Lower the base FAR; Allow residential uses above the base FAR as conditional uses; Revise district boundaries; Require ground floor retail along the street frontage; Protect existing housing.

SPACE FOR HOUSING

Background

Housing close to downtown contributes greatly to downtown vitality, helping to ensure that it remains active after working hours.

Housing downtown consists of apartments, condominiums, and residential hotels.

Residential hotels are concentrated in Chinatown, North of Market, and South of Market along Sixth Street. More than two-thirds of the city's 20,500 residential hotel units are in the downtown area.

Apartment buildings are concentrated west of downtown. Many of these buildings have ground floor commercial uses. Smaller duplexes and sixplexes are located along some of the narrower interior streets South of Market. New construction in the last decade has involved primarily large-scale condominium projects at the edges of the downtown commercial districts.

The nearly completed Golden Gateway redevelopment project contains about 1,400 new housing units in close proximity to downtown. Several major office projects include upper story housing.

As the downtown office district continues to grow, the pressure to demolish housing or convert is to nonresidential uses will increase. The pressure to some extent comes from commercial and retail activities that need nearby locations to serve downtown business and workers. Areas most affected are the South of Market (west of the Yerba Buena Center), North of Market (Tenderloin), Chinatown, and North Beach neighborhoods.

To preserve the scale and character of outlying neighborhoods and promote the vitality of downtown, most new housing should be located adjacent to downtown in underused industrial and commercial areas. At the same time, the existing housing supply in and adjacent to downtown should be protected from demolition or conversions to nonresidential use.

OBJECTIVES AND POLICIES

OBJECTIVE 7

EXPAND THE SUPPLY OF HOUSING IN AND ADJACENT TO DOWNTOWN.

POLICY 1

Promote the inclusion of housing in downtown commercial developments.

Mixed residential/office building development near the heart of downtown would provide needed housing and add vitality to an area that lacks life at night and on weekends. Various incentives should be provided in appropriate cases to encourage housing in the downtown area. Housing in excess of base FAR should be permitted in the Downtown General and Downtown Support Districts.

POLICY 2

Facilitate conversion of underused industrial and commercial areas to residential use.

Opportunities exist for major new residential development in certain areas close to downtown, as shown on Map 2. New housing can be provided there without significant displacement of existing residential units or commercial or industrial activity. In some areas, entire new residential neighborhoods can be created. In others, housing can be introduced on vacant or underused sites adjacent to sites that are and will remain in active commercial or industrial use.

OBJECTIVE 8

PROTECT RESIDENTIAL USES IN AND ADJACENT TO DOWNTOWN FROM ENCROACHMENT BY COMMERCIAL USES.

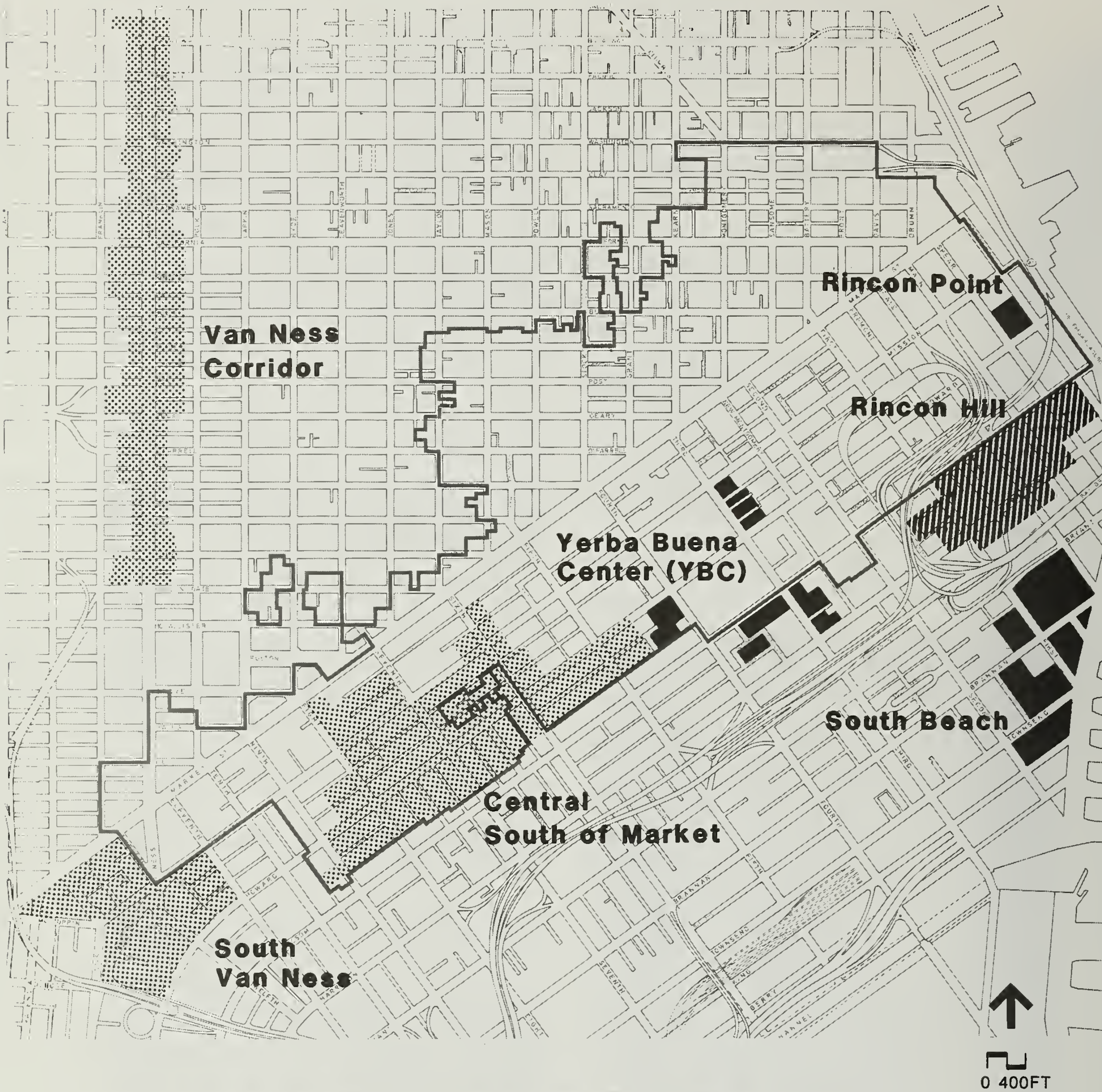
Residential units existing near downtown are the city's major source of inexpensive housing and are virtually irreplaceable given the cost of new construction and reduced public resources. Therefore, retention of units in and adjacent to the downtown is a key component of the city's housing program.

POLICY 1

Restrict the demolition and conversion of housing in commercial areas.

Many parts of San Francisco were developed before zoning regulations separated various types of land uses. As a result, many thousands of housing units were built in and around downtown in areas also containing many commercial uses. Many of these areas are currently zoned commercial. Most of these housing units are sound or rehabilitable and are relatively inexpensive. They represent a significant, irreplaceable portion of the city's housing supply. Yet in many cases, because of their location, it may be profitable to convert them to a nonresidential use or demolish them and use the property for nonresidential use.

In commercial areas where there is a concentration of residential use, a form of mixed residential-commercial zoning should be adopted. Conversions of upper floor housing units to nonresidential use should be subject to


Van Ness Corridor
Rincon Point
Rincon Hill
Yerba Buena Center (YBC)
South Beach
Central South of Market
South Van Ness
0 400FT

AREAS FOR NEW HOUSING NEAR DOWNTOWN **Map 2**

■ Redevelopment Agency Housing Sites

▨ Areas To Be Rezoned For Housing

░ Potential Housing Areas For Study

— Proposed C–3 District Boundary

conditional use review. The City Planning Commission would require evidence that the public benefits of the alternative use are more desirable that retaining the housing.

In commercial areas where the housing is more scattered, it may be more appropriate to regulate only the demolition or conversion of existing units rather than create a special use district which would cover new as well as existing uses.

POLICY 2

Preserve existing residential hotels.

Residential hotels represent a unique, irreplaceable resource for many thousands of lower-income households. Most of these hotels are close to downtown and are subject to continuing pressures for conversion or demolition. As San Francisco grows as a tourist center, residential hotels have been converted to tourist use, either permanently or during the tourist season. Some hotels have been demolished to make way for new commercial development. The loss of these units as housing for permanent residents should be discouraged.

OPEN SPACE

Background

Adequate open space is of vital importance to the desirability of downtown San Francisco as a place to visit, work, or live. As a forest becomes denser, it becomes more difficult to find a sunlit meadow. Similarly, in San Francisco's downtown, sunshine and wind protection, which are essential to the personal comfort of open space users, become of prime importance in the planning for downtown open space.

The Open Space chapter calls for preservation and enhancement of existing open spaces and creation of additional open space through public and private efforts. These open spaces would be connected by a pedestrian network.

The Plan envisions a downtown that will develop over the next two decades with substantial enhancement of open space. It further envisions the development of a system of linked, sunny open spaces around the high-density downtown core. To the east is the waterfront, and the ample open spaces to be provided between Piers 9 and 24. Pier 7 will become an open space pier. Piers 1 through 5 will have generous shoreline access. The Ferry Building complex will provide additional plazas and sitting areas adjacent to the already generous Justin Herman Plaza and related spaces.

A 4.8-acre Park-Rincon Point Park will be added next to the shoreline promenade between the Agriculture Building and Pier 24. To the north are Sidney Walton Park and the parks on Maritime Plaza. On the west are Portsmouth Square, St. Mary's Square, and Union Square, as well as the sunny streets of the retail district. Major new open space will be added in the Yerba Buena Center project on the central blocks, centered on six acres of park and plaza in the block bounded by Third, Fourth, Mission and Howard Streets.

A major gap in this open space system exists on the southern edge of the downtown core where there is no significant usable open space. A major park or chain of parks and open spaces should be created in the area behind Transbay Terminal. This area is in the open space deficiency area shown on Map 3 and is approximately midway between the proposed Yerba Buena Gardens and Rincon Point Park.

There are a number of possibilities. In the half block bounded by Howard, Fremont, First and bus ramps the allowable density for the block could all be utilized in the northwesterly portion of the block leaving most of the rest of the block for an urban park. If Caltrans acquires the partial blocks immediately behind the Transbay Terminal for an underground extension of the Caltrains commuter Muni service could be moved behind the Terminal with the park on a platform above it, and all or part of the area in front of the terminal could be converted to a plaza. A number of smaller parks and open spaces are also vital ingredients in the overall network. Many of these deserve sunlight protection. They include Hallidie Plaza, Crocker Plaza, the proposed Crocker View and Sun Terrace at 1 Montgomery Street, Mechanics Plaza, and Belden and Front Streets—which could be closed at lunch time exclusively for people.

Opportunities exist to introduce more adequate space for people through continued creative uses of public rights-of-way. Smaller open spaces could be developed, including plazas, garden parks, greenhouse spaces, and "snippets"—small sunny sitting areas. In short, the Plan calls for spaces for people to sit, relax, watch, and enjoy the city.

The first block of Sansome Street could be closed to traffic (except MUNI and emergency vehicles), and redesigned to relate to Citicorp's atrium space under construction at One Sansome, as well as to the Crown Zellerbach Plaza. The end of Second Street between Market and Stevenson could similarly be closed, and connected to open space at the 595 Market Building.

Existing plazas that are uninviting and underused because of shadow, wind, and lack of amenities could be retrofitted with windbreaks, partial glass enclosures, fixed and movable seating, food service, entertainment and water.

This Plan envisions a downtown where almost everyone will be within 900 feet (approximately the length of two east-west blocks north of Market Street) of a publicly accessible space to sit, to eat a brown-bag lunch, to people-watch, to be out of the stream of activity but within sight of its flow. Many of these spaces would be small and privately owned. The height of new buildings adjacent to major spaces would be controlled by the provisions of Proposition K and similar but more flexible criteria to protect sunlight.

Some spaces would be without direct sunlight and the solar heat it provides. These would be made more comfortable through wind protection, partial or total glass enclosure, and through light reflected from surrounding light-colored buildings.

The Plan recognizes that not every space can be permanently assured of direct sunlight at all times. Open space must be balanced with Space for Commerce and Space for Housing. Consequently, height zones, bulk controls, architectural guidelines, and open space guidelines all work together to create a vital, comfortable, and economically vigorous downtown.

A survey of persons using downtown open space was undertaken to establish the service areas of existing parks and plazas which generally meet the proposed standards. The areas falling outside these services areas are considered deficient, and a special effort should be made to create significant open spaces in those areas.

OBJECTIVES AND POLICIES

OBJECTIVE 9

PROVIDE QUALITY OPEN SPACE IN SUFFICIENT QUANTITY AND VARIETY TO MEET THE NEEDS OF DOWNTOWN WORKERS, RESIDENTS, AND VISITORS.

Open space will become increasingly important as the number of persons in downtown grows. Meeting the demand for additional open space in the face of intense competition for land requires both private and public sector action. It also requires imagination, commitment, and a general acknowledgement that open space is essential to the downtown environment.

POLICY 1

Require usable indoor and outdoor open space, accessible to the public, as part of new downtown development.

As development intensifies, greater pressure is placed on the limited downtown park space. New private development should assist in meeting the demand for open spaces that it will create. In newly developing suburban areas, it has become common practice to require developers to contribute to the provision of public facilities, the demand for which is created in part by the development site. San Francisco's Planning Code currently requires that open space be provided to serve residential uses. Open space is obtained either by specifying a maximum lot coverage or by requiring that open area be provided at a certain ratio per dwelling unit, depending on the zoning district and density of development. A requirement to provide needed open space should be extended to non-residential uses in the downtown. Each development should be required to provide open space in a quantity that is directly proportional to the amount of nonresidential space in the building.

San Francisco's climate is such that only sunny, wind-protected outdoor sites are usable on most days of the year. Outdoor spaces should be oriented in relation to adjacent development so that there will be direct sunlight during periods of high usage. Prevailing wind patterns and local wind currents created by adjacent development should also be considered. Barriers to deflect unpleasant winds should be used where appropriate.

POLICY 2

Provide different kinds of open space downtown.

Different kinds of spaces should be provided downtown to assure that a variety of recreation and open space experiences are available to a diverse population. They might take the form of outdoor spaces such as a sun and view terrace, landscaped garden, a plaza or a park. They might also include "snippets" of open spaces — small, sunlit spaces designed to accommodate sitting — such as edges and niches at the base of a building. An attractively landscaped greenhouse structure is desirable in areas where the alternative is a shady, windy plaza.

Public semi-enclosed or enclosed spaces complement outdoor spaces and carry the garden idea into the interior of buildings. They provide the opportunity to relax, and gather around in pleasant, parklike surroundings when rainy, foggy and windy weather prevent the use of parks and plazas. Interior spaces may take the forms of atriums and indoor gardens and parks. In addition, sitting areas in gallerias and arcades, if carefully separated from the circulation space for shoppers or pedestrians, can act as a form of indoor park.

The designs of these facilities should consider the needs of various population groups. Wherever possible, provision should be made for those who desire a quiet secluded location as well as those who enjoy crowds and activity. Food and beverage service usually should be located in or adjacent to open spaces to facilitate public use and enjoyment.

The various kinds of open space should conform generally to the criteria stated in Table 1.

POLICY 3

Give priority to development of two categories of highly valued open space; sunlit plazas and parks.

Providing ground level plazas and parks benefits the most people. If developed according to guidelines for access, sunlight design, facilities, and size, these spaces will join those existing highly prized spaces such as Redwood Park, Sidney Walton Park, Justin Herman Plaza, and the State Compensation Building Plaza.

Table 1 GUIDELINES FOR DOWNTOWN OPEN SPACE

	Urban Garden	Urban Park	Plaza	View and/or Sun Terrace	Greenhouse
Description	Intimate sheltered landscaped area.	Large open space with predominantly natural elements.	Primarily hard-surface space.	Wind-sheltered area on upper level.	Partially or fully glassed-in enclosure.
Size	1,200 to 10,000 sq.ft.	Minimum 10,000 sq.ft.	Minimum 7,000 sq.ft.	Minimum 800 sq.ft.	Minimum 1,000 sq.ft. Min. ceiling height 20 ft.
Location	On ground level, adjacent to sidewalk, through-block pedestrianway, or building lobby.		Southerly side of the building. Should not be near another plaza.	Second floor or above. View terraces should only be located in places which have spectacular views.	Locate in places too shady or windy to be used as open space.
Access	Accessible on at least one side of its perimeter.	Accessible from at least one street at Access from several locations encouraged. Park interior to be visible from entrances.	Accessible from a public street at grade or 3' above or below street level connected to street with generous stairs.	Accessible directly from the sidewalk or public corridors. Must provide adequate signage about location and public accessibility at street level, in hallways and elevators.	Accessible from street at grade or 3' above or below street level. Provide several entrances from public rights-of-way.
Seating*, Tables, Etc.	One seating space for each 25 sq.ft. of garden area. One half of seating to be movable. One table for each 400 sq.ft. of garden area.	Provide formal and informal seating, on sculptured lawn. Movable chairs desirable.	One linear foot of seating space per each linear foot of plaza perimeter. One half of seating to consist of benches.	One seating space for every 25 sq.ft. of terrace area.	One seating space for every 25 sq.ft. of floor area.
Landscaping, Design	Ground surface primarily of high quality paving material. Install plant material such as: trees, vines, shrubs, seasonal flowers to creat garden-like setting. Water feature desirable.	Provide lush landscape setting with predominantly lawn surfaces and planting such as: trees, shrubs, ground cover, flowers. Provide a water feature as major focus.	Landscaping is generally secondary to architectural elements. Use trees to strengthen spatial definition and to create peripheral areas of more intimate scale.	Terrace may take one of the following forms: o complex architectural setting which may include art works; o flower garden; o space with trees and other planting.	Interior surface may be a mixture of hard surfaces and planting areas. Water features are desirable.
Commercial Services, Food		Provide food service within or adjacent to the park. 20% of space may be used for restaurant seating taking up no more than 20% of the sitting facilities provided.	Provide retail space including food services in space around plaza. 20% of space may be used for restaurant seating taking up no more than 20% of the seating provided.	Provide food service on or adjacent to terrace.	Provide food service within greenhouse; 20% of greenhouse space may be used for restaurant seating occupying no more than 20% of the seating provided.
Sunlight and Wind	Sunlight to much of the occupied area at lunch time. Shelter from wind.	Sunlight to most of the occupied area from mid-morning to mid-afternoon. Shelter from wind.	Sunlight to much of the occupied area at lunch time. Shelter from wind.	Sunlight to most of the occupied area of terrace at lunch time. Shelter from wind.	Sunlight at lunch time highly desirable but not required.
Public Availability	8 AM to 6 PM Monday through Friday.	At all times.	At all times.	10 AM to 5 PM, Monday through Friday.	10 AM to 5 PM, Monday through Friday.
Other	Security gates, if provided, should be an integral part of the design.	Security gates, if provided, should be an integral part of the design.		In wind exposed locations provide glass enclosure to create comfortable environment.	Include large movable windows or walls to open up greenhouse in warm weather.

* Seating dimensions are as follows
Height : 12" to 36"; ideally 17"
Depth : 14" one-sided; 30-36" double sided.
Width : 30" of linear seating are counted as one seat

Snippet	Atrium	Indoor Park	Public Sitting Area in a Galleria	Public Sitting Area in an Arcade	Public Sitting Area in a Pedestrian Walkway
Small, sunny sitting space.	Glass-covered central open space in the interior of a building or block.	Interior open space where at least one wall facing the street consists entirely of glass.	Through-block, continuous, glass-covered pedestrian passage lined with retail shops and restaurants.	Continuous, covered passageway at street level, defined by building set back on one side and a row of columns along the front lot line.	Sitting area on a sidewalk of a pedestrian-oriented street in a lunchtime mall or in an exclusive pedestrian walkway.
Varying sizes permitted.	Minimum area 1500 sq.ft.; minimum ceiling height 30 ft.	Minimum area 1,000 sq.ft. Minimum ceiling height 20'. Area to be counted against open space requirement cannot exceed twice the area of the glass wall projected onto the floor plane.	Minimum average height 30 ft.; minimum clear area 12 ft. Only public sitting areas outside the circulation space which are buffered from it by various kinds of design elements will qualify.	Minimum clear width 10 ft.; minimum height 14 ft. Only public sitting areas which are delineated from the circulation space by appropriate means will qualify.	Varying sizes permitted.
On new or existing building site.	Interior of building or block.	Building interior adjacent to sidewalk or public open space.	In any approved galleria.	As identified in the Pedestrian Network Plan. Other locations must be approved.	As identified in the Pedestrian Network Plan. Other locations must be approved.
Accessible from public streets.	On street level or 3 ft. above or below street level. Accessible from one or more sidewalks through generous hallways. Space must be made available and inviting to the general public.	Accessible from street level. Provide several entrances to make the space inviting to the public.	Accessible from public right-of-way or open space at grade or 2 ft. above or below grade level of adjoining public area.	Accessible from sidewalks or public open space at grade level or 2 ft. above or below grade. Connect arcade to public space with continuous stairs.	
If functional for sitting and viewing, seating can be ledges, stairs, benches, chairs.	Provide one seating space for every 25 sq.ft. of floor area, one table for every 400 sq.ft. of floor area. At least one half of seating to consist of movable chairs.	Provide one seating space for every 25 sq.ft. of floor area, one table for every 400 sq.ft. of floor area. At least one half of seating to consist of movable chairs.	Provide sitting ledges, benches, movable chairs and tables in areas outside the pedestrian pathway. At least one half of seating should consist of movable chairs.	Place seating and tables outside the area of pedestrian flow.	If functional for sitting and viewing, seating can be ledges, benches, chairs.
Surface will predominantly be hard pavement. Add planting where appropriate.	Provide attractive paving material to create interesting patterns. Use rich plant material. Incorporate sculpture and/or water feature.	Provide attractive paving material to create interesting patterns. Use rich plant material. Incorporate sculpture and/or water feature.	Use rich paving materials in interesting patterns. Include sculpture or other works of art and water feature.	Arcades should be enhanced by creating attractive paving patterns with rich materials. Incorporate mosaics, murals or three-dimensional elements into wall surfaces, coffering into ceiling surface. Include plant materials where appropriate.	Use rich paving material in interesting patterns. Include plant material
Encourage food vendors to locate in the vicinity.	Locate food service adjacent to the atrium; 20% of area may be used for restaurant seating taking up no more than 20% of the seating and tables provided.	Provide food service; 20% of area may be used for restaurant seating taking up no more than 20% of the seating and tables provided.	Both sides of galleria should be lined with retail shops and food services. Locate sitting areas near food services. Restaurant seating is not to take up more than 20% of sitting area.	Attractive retail shops, food services and restaurants should front on the arcade. 20% of sitting area to be used for restaurant seating, occupying no more than 20% of sitting facilities and tables provided.	Attractive shops, restaurants, cafes and food services should line the pedestrian walkways and lunchtime malls.
Sunlight to sitting areas at lunch time. Shelter from wind.	Mass buildings surrounding the atrium in such a way as to maximize sunshine in the atrium space.	Orient park to the southeast, south or southwest to insure sunlight at least during lunch time.	Mass buildings surrounding galleria in a way as to maximize sunlight into the galleria space.		Sunlight to the siting areas at lunchtime. In windy locations provide wind baffles.
At all times.	8 AM to 6 PM Monday through Friday.	8 AM to 6 PM Monday through Friday.	8 AM to 6 PM Monday through Friday.	At all times.	At all times
Credit each seat as 25 s.f. of open space. Buildings up to 100,000 g.s.f. may satisfy 100% of requirement with "snippets"; larger buildings may satisfy up to 20%.	Insure proper ventilation. At least 75% of roof area to be skylit.	Insure proper ventilation. Install heating to make space comfortable in cool weather. Construct glass wall to be fully or partially movable.	Security gates should be integrated into overall design and concealed when not in use. At least 75% of galleria roof shall consist of skylights. Insure ventilation.		Credit each seat as 25 s.f. of open space

POLICY 4

Provide a variety of seating arrangements in open spaces throughout downtown.

The popularity of an open space correlates highly with the amount of comfortable sitting space provided. To accommodate this common need, adequate seating should be required in new facilities in direct relationship to the size of the open space. Existing spaces without adequate seating should be retrofitted. Sitting places should be located up front near the action and secluded in the back, in the sun and in shaded areas. Their configurations should accommodate people in groups as well as those who want to sit alone.

Sitting space can be provided in may ways. Besides conventional bench-type seating, walls, steps, ledges, planters, and fountains can be designed imaginatively to invite people to sit. Movable chairs are particularly desirable because of the flexibility in seating arrangements they provide.

POLICY 5

Improve the usefulness of publicly owned rights-of-way as open space.

Recreation and open space use of publicly owned rights-of-way should be expanded and enhanced. The Market Street Beautification Project developed unneeded portions of street rights-of-way into plazas with sunny sitting areas. Similar opportunities exist elsewhere. For example, some lightly used streets and alleyways could be converted into lunchtime malls where outdoor dining could be moved into the street area. Where conditions permit, certain blocks might be converted into permanent plaza or park space. Figure 1 illustrates one example of how public rights-of-way might be combined with adjacent plazas to create a large open space.

OBJECTIVE 10

ASSURE THAT OPEN SPACES ARE ACCESSIBLE AND USABLE.

POLICY 1

Develop an open space system that gives every person living and working downtown access to a sizable sunlit open space within convenient walking distance.

Proximity is an important factor in the decision to frequent a park during lunch breaks. The average distance most people are willing to walk to a park or plaza is approximately 900 feet.

Map 3 indicates "deficiency" areas — areas not within 900 feet of an existing or proposed major open space — in which new open spaces should be created.

POLICY 2

Encourage the creation of new open spaces that become a part of an interconnected pedestrian network.

The individual parts of an open space system should be linked by an overall downtown pedestrian network. For example, the plazas and arcades of the 5 Fremont Building are natural extensions and components of a

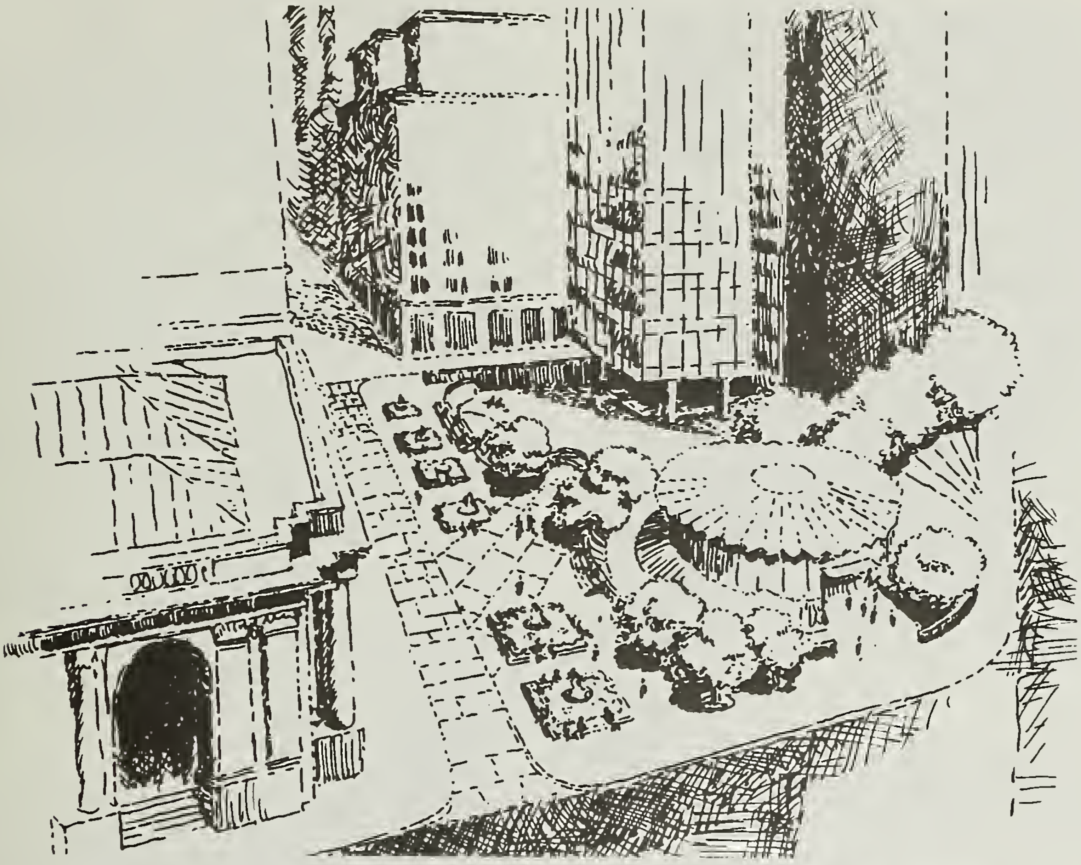


Figure 1 SANSOME STREET COMBINED WITH CROWN ZELLERBACH PLAZA

midblock pedestrian system connecting the Transbay Terminal to Market Street. Plazas and parks become pathways for trips as well as destinations for trips. Future sidewalk arcades, gallerias, and through-block pedestrianways should also contribute to the pedestrian network. This network is shown on Map 7 of the Moving About chapter.

POLICY 3

Keep open space facilities available to the public.

Locked gates or restricted passages negate the purpose of "open" space. All outdoor ground level features which are accessible from the public sidewalk, such as parks, plazas, snippets, and sitting areas in arcades, should always be open to the public during daylight hours. On the other hand, features which require entry through the building such as atriums, greenhouses, sitting areas in gallerias, sun and view terraces can more reasonably be restricted to normal business hours since office workers (shoppers, in the case of a galleria) are the primary users of the space.

POLICY 4

Provide open space that is clearly visible and easily reached from the street or pedestrian way.

Open spaces should be accessible, visible, and generally be at or near grade level to facilitate use. Plazas and parks more than three feet above or below grade are less inviting, and as a result, are less frequently used. Any plaza or park not at street level should be connected to the street system by wide, visible, and inviting stairways or ramps.

Terraces located on upper levels or on top of buildings should be readily accessible to the public. Their availability should be marked visibly at street level. Adequate signs in hallways and elevators should aid in locating the facility.

POLICY 5

Address the need for human comfort in the design of open spaces by minimizing wind and maximizing sunshine.

OBJECTIVE 11

PROVIDE CONTRAST AND FORM BY CONSCIOUSLY TREATING OPEN SPACE AS A COUNTERPOINT TO THE BUILT ENVIRONMENT.

The form of the built environment depends not only on buildings, but the space between them. In many instances, this space is provided by the streets and sidewalks that separate the buildings on either side. Within the grid of streets, properly designed open spaces — as notches or longer segments of blocks — provide relief to an otherwise dominant streetwall form.

Open space is an essential element of the urban form. It is frequently the most remembered and identified component of the urban landscape. For example, Union Square is an anchor physically and psychologically for the area surrounding it.

Conversely, open space in urban settings is dependent upon the built environment to frame, enclose, and define the space. This delicate relationship is characteristic of a quality urban environment.

POLICY 1

Place and arrange open space to complement and structure the urban form by creating distinct openings in the otherwise dominant streetwall form of downtown.

The traditional form of downtown San Francisco is one of structures built vertically from the sidewalk edge. This provides a continuous relationship of pedestrian to building facade. An occasional break in this pattern for a plaza, park, or building setback adds interest to the pedestrian experience. However, too-frequent application of these devices destroys the relationship and results in “towers in the park” removed from the immediate experience of the pedestrian. The provision of open space should be accomplished through conscious concern for the relationship between building mass and open space — with a view to strengthening the visual impact of both.

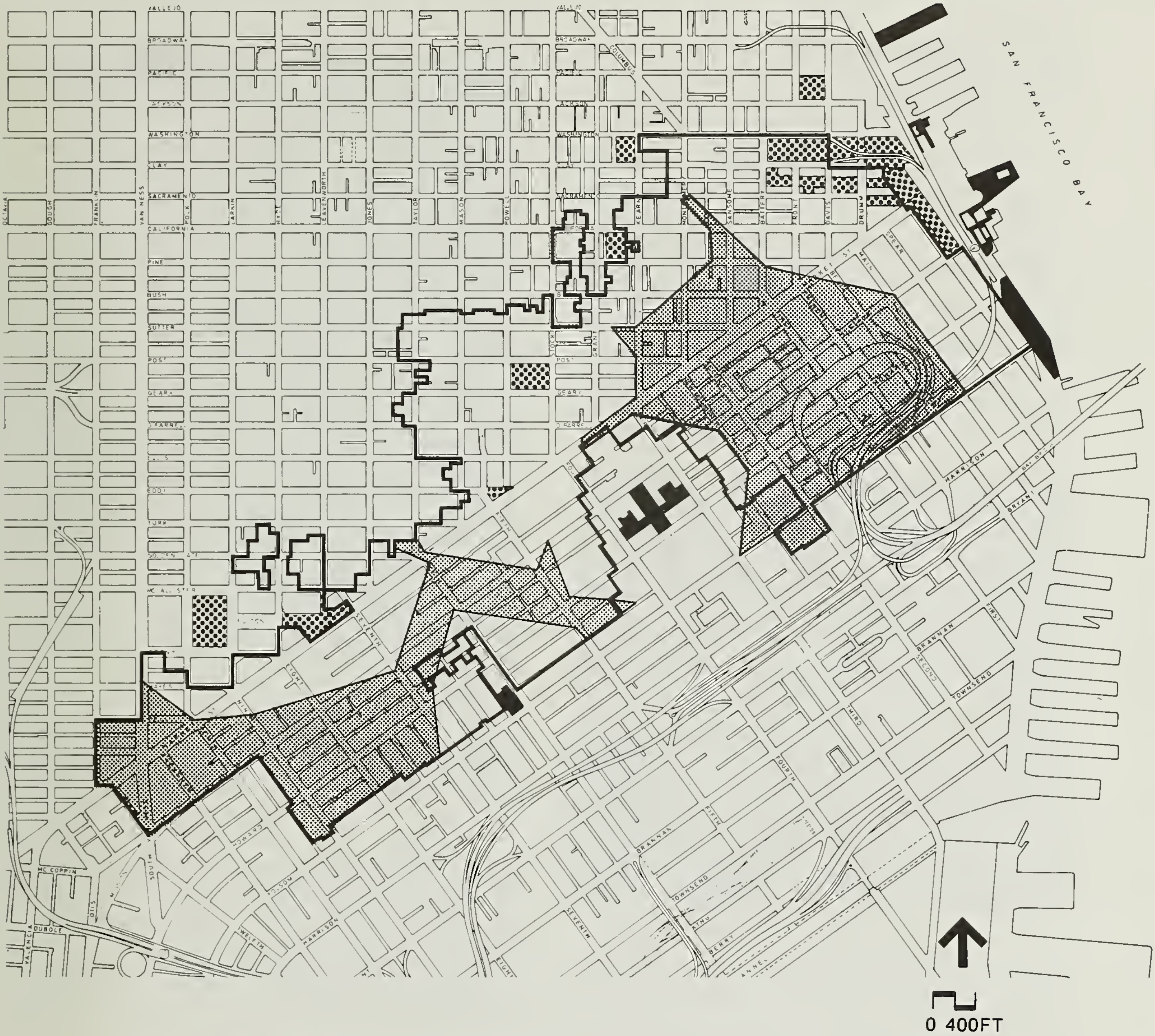
POLICY 2

Introduce elements of the natural environment in open space to contrast with the built-up environment.

Some spaces may be predominantly grass, shrubs, trees, and soft surface parks with a few paths and benches. Others may provide just a few plants, trees, and a fountain in an otherwise hard-surface plaza. However, all open spaces should provide some counterpoint of the natural environment to the dominant presence of the built environment of streets and buildings, if only an opened vista to the sky or water.

Key Implementing Actions

Require open space for most nonresidential uses; Allow the open space requirement of new buildings to be met off-site by developing open space on public land; Continue to acquire and develop new publicly owned open space to serve downtown residential areas; Acquire needed open space through use of eminent domain powers when other means fail.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ELLIS
EDDY
TURK
GOLDEN GATE
MC ALLISTER
FULTON
HAYES
OCTAVIA
GOUGH
FRANKLIN
VAN NESS
POLK
LARKIN
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JONES
TAYLOR
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STOCKTON
GRANT
KEARNY
MONTGOMERY
SANSOME
BATTERY
FRONT
DAVIS
DRUMM
COLUMBUS
SPEAR
MAIN
BEALE
MARKET ST
SAN FRANCISCO BAY
HARRISON
BRYANT
BRANNAN
TOWNSEND
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VALENCIA
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MAJOR OPEN SPACES

Map 3

▩ Existing Open Space

■ Open Space in the Planning Stage

▒ Area Deficient In Open Space (Not Served By Existing Open Space Or Open Space In The Planning Stage)

— Proposed C-3 District Boundary

PRESERVING THE PAST

Background

Buildings in San Francisco's downtown were, until recently, the product of a short period lasting from 1906 until about 1930. After the earthquake and fire there was a rush to rebuild. By 1910, the area now considered the retail and financial districts was largely rebuilt with little evidence of the disaster remaining. Many of the new buildings were designed by architects trained in the same tradition (at the Ecole de Beaux Arts in Paris or under instructors trained there) and responding to a new building technology. As a result, the downtown had a coherent, unified appearance.

Downtown was characterized by light-colored, masonry-clad structures from six to twelve stories in height with rich, distinctive, and eclectic designs.

Conscious efforts were made to relate buildings to both the street and adjacent buildings by use of similar cornice and belt course lines, and sympathetic materials, scale and color. Large areas of glass, made possible by steel frame construction, were often used to allow light to penetrate into interiors. Buildings were constructed to the street and property lines, defining the street edge and producing a sense of enclosure. The relatively low structures incorporated a considerable amount of ornamentation and articulation, creating a pedestrian scale. Later development, up until the mid-1920s, continued this style and character.

During the late 1920s, though, many skyscrapers (for example, the Russ, Shell, and Pacific Telephone buildings) were of a more monumental size. But by use of a similar scale, style, materials, color, solid to glass ratio, detailing, and belt courses, they blended with buildings built right after the earthquake and fire.

From the Depression until the 1950s, no major buildings were constructed downtown. When construction resumed, buildings were of a much different character. Increasingly, they were much larger in scale than earlier buildings, often dark in color or with reflective glass, with few details to relate the building to pedestrians or to adjacent buildings. The new 'International Style' architecture made an office building a rectangular box with sheer, unornamented walls without setbacks or cornices. Continuity of the building form along the street was lost as buildings were set back and placed in plazas, each creating a "tower in a park."

In recent years, there has been increasing concern over the loss of older buildings and the failure of their replacements to blend into the established character of their surroundings.

OBJECTIVES AND POLICIES

OBJECTIVE 12

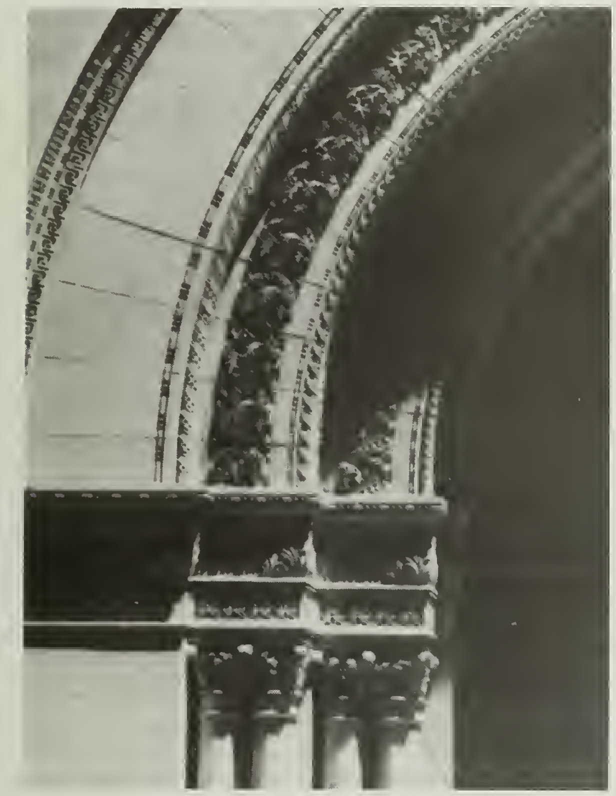
CONSERVE RESOURCES THAT PROVIDE CONTINUITY WITH SAN FRANCISCO'S PAST.

For San Francisco to retain its charm and human proportions, irreplaceable resources must not be lost or diminished. Past development, as represented by both significant buildings and by areas of established character, must be preserved. The value of these buildings and areas becomes increasingly apparent as more and more older buildings are lost.

POLICY 1

Preserve notable landmarks and areas of historic, architectural, or aesthetic value, and promote the preservation of other buildings and features that provide continuity with past development.

Older buildings that have significant historical associations, distinctive design, or characteristics exemplifying past styles of development should be permanently preserved. A continuing search should be made for new means to make landmarks preservation practical — physically and financially.



Criteria for judgment of historic value and design excellence should be more fully developed with attention to individual buildings, and to areas or districts. Efforts to preserve the character of individual landmarks should extend to their surroundings as well.

To some degree many other older structures are worthy of retention and public attention. Therefore, various kinds and levels of recognition are required, keeping in mind that the success of the preservation program depends upon the broad interest and involvement of property owners, improvement associations, and the public at large.

POLICY 2

Use care in remodeling significant older buildings to enhance rather than weaken their original character.

The character and style of older buildings of all types and degrees of merit can be needlessly hidden and thus diminished by misguided improvements. Architectural advice and, where necessary and feasible, the assistance of public programs should be readily available to property owners to assist them in retaining fidelity to the original design.

Along commercial streets, signs on building facades should be in keeping with the style and scale of the buildings and street, and should not obscure architectural lines and details.

POLICY 3

Design new buildings to respect the character of older development nearby.

Care should also be exercised in the design of new buildings proposed near landmarks or in older areas of distinctive character. New and old can stand next to one another with pleasing effects, but only if a similarity or successful transition is achieved in scale, building form, and proportion. The detail, texture, color, and material of the old should be repeated or complemented by the new.

Existing downtown buildings often provide strong facades that enclose the street space or public plazas. The character of these facades should also be respected. Building controls should assure that prevailing heights or building lines will not be interrupted by new construction.

Key Implementing Action

- Require retention of the highest quality buildings and preservation of their significant features. Provide incentives for retention of other highly rated buildings, and encourage retention of their significant features.

  Significant Buildings. Those buildings of the highest architectural and environmental importance—buildings whose demolition would constitute an irreplaceable loss to the quality and character of downtown—would be required to be retained. There are 251 of these buildings. They include all buildings classified as Buildings of Individual Importance and rated as excellent in architectural design, or very good in both architectural design and relationship to the environment.

  These buildings—referred to in the Plan as Significant Buildings—are divided into Category 1 and Category II, the difference being in the extent of alteration allowed. There are 209 significant buildings in Category and 42 significant buildings in Category II.

Significant buildings in Category II can accommodate, because of their depth, more substantial alteration of the back of the building without affecting the building's architectural qualities or appearance or their ability to function as separate structures. Most of these buildings are on deep interior lots with non-architecturally treated side and rear walls. The alteration could be a rear addition to the building visible from the street, a new, taller building cantilevered over the back of the building, or replacement of the rear of the building with a separate, taller structure. The addition or new building would be required to meet the guidelines for new construction in conservation districts.

Demolition of a Significant Building would be permitted only if public safety requires it or, in taking into account the value of TDR, the Building retains no substantial remaining market value.

Changes in the facade, or significant exterior features or interior features designated as landmarks would be reviewed for their consistency with the architectural character of the building by applying criteria, based in part on the Secretary of Interior's Standards for Rehabilitation.

Owners of significant buildings would be required to comply with all applicable codes, laws and regulations governing the maintenance of property in order to preserve the buildings from deliberate or inadvertent neglect.

Contributory Buildings. The Downtown Plan proposes to encourage, but not require, retention of other buildings contributing to the quality and character of downtown. These buildings, called contributory buildings, consist of two groups:

Category III

- Buildings classified as Buildings of Individual Importance and rated very good in architectural quality, but lower than very good in relationship to the environment, or rated excellent or very good in relationship to the environment, and located outside conservation districts. There are 16 of these buildings.

Category IV

- Buildings classified as Buildings of Individual Importance and rated excellent or very good in architectural quality, but lower than very good in relationship to the environment or rated very good in architectural quality and which are located in a conservation district. There are 15 of them.
- Buildings within a conservation district which are classified as Buildings of Contextual Importance. These contextual buildings are buildings that themselves are not as highly rated in architectural design and relationship to the environment as Buildings of Individual Importance, but do make a substantial contribution to the "quality" of an area that contains a number of highly-rated buildings and that is proposed to be given special protection as a conservation district.

While preservation of contributory buildings is desirable and would be encouraged by allowing their owners to transfer unused development rights, their importance is not so great as to justify a requirement that they be retained. Therefore, demolition and replacement or substantial alteration of such buildings would be allowed.

However, if the contributory building is in a conservation district, the design and scale of the modification or the replacement building would be reviewed to assure that the building approximately maintains the character of the district (see discussion of Conservation Districts below.)

Alteration of a contributory building that adversely affects the qualities for which it was given transferable development rights should make it no longer eligible for TDR. Therefore, alterations would have to meet the guidelines for significant buildings in order for the building to retain its transferable development rights.

Once development rights are transferred from a contributory building, alteration or demolition of the building would be regulated by the rules applicable to significant buildings.

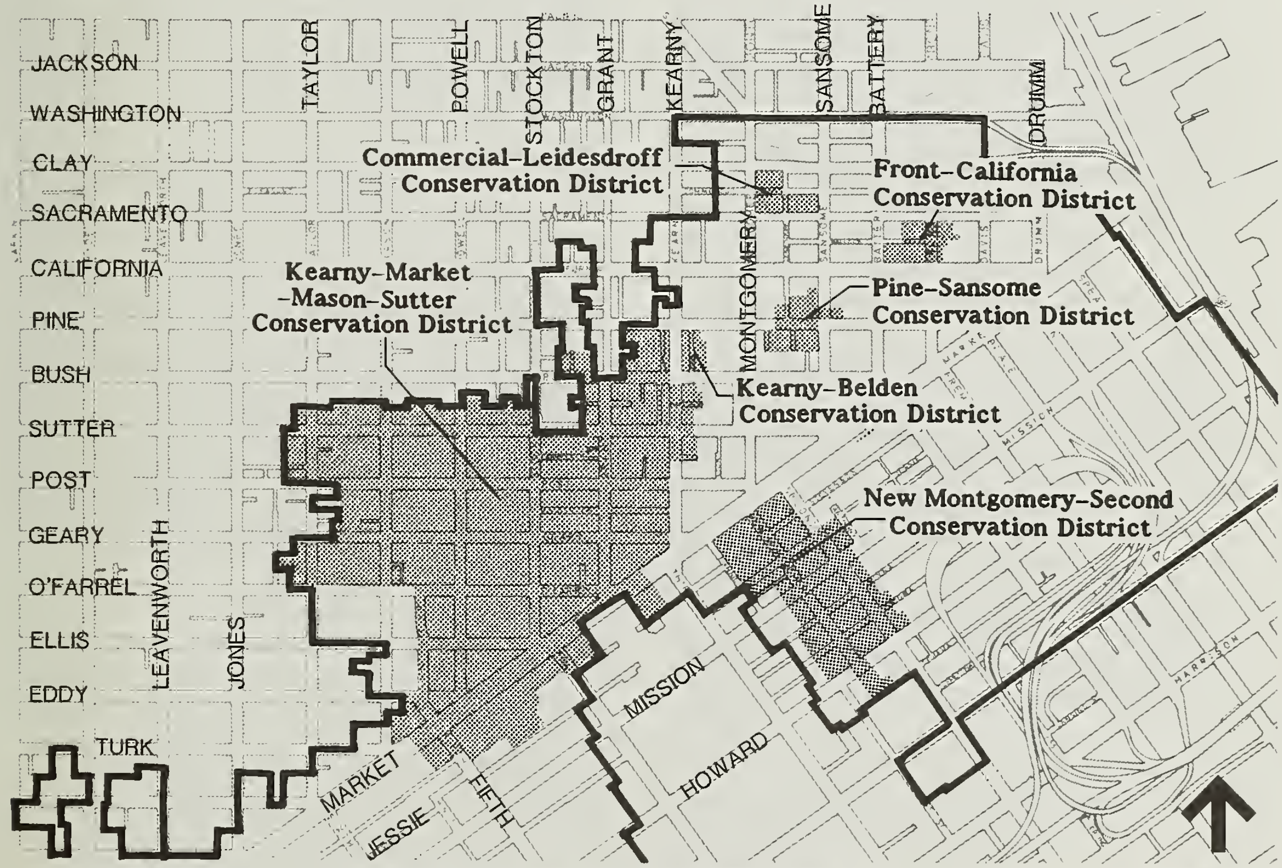
Owners of contributory buildings would be required to comply with all applicable codes and regulations governing the maintenance of the property in order to protect the building from deliberate or inadvertent neglect.

Key Implementing Action

- Create conservation districts in areas with special characteristics and qualities.

Certain sections of downtown have concentrations of buildings that together create geographic areas of unique quality. In these areas, buildings of a somewhat lesser quality than those required to be retained take on an increased importance. These buildings help create a setting that reinforces and complements the qualities of the more significant structures in the area and their own attributes are more apparent and appreciated.

Areas containing these concentrations of significant and contributory buildings would be designated as conservation districts to facilitate preservation of the quality and character of the area as a whole.


JACKSON
WASHINGTON
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SACRAMENTO
CALIFORNIA
PINE
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TURK
TAYLOR
POWELL
STOCKTON
GRANT
KEARNY
MONTGOMERY
SANSOME
BATTERY
DRUMM
LEAVENWORTH
JONES
MARKET
JESSIE
FIFTH
MISSION
HOWARD
Commercial–Leidesdroff Conservation District
Front–California Conservation District
Kearny–Market –Mason–Sutter Conservation District
Pine–Sansome Conservation District
Kearny–Belden Conservation District
New Montgomery–Second Conservation District

DOWNTOWN CONSERVATION DISTRICTS **Map 4**

In these districts, demolition and alteration of significant buildings would be subject to the restrictions applicable to those buildings described above. Contributory buildings as well as unrated buildings could be altered or replaced by new development. However, alterations or new development would be reviewed to assure maintenance of the character of the district. Both significant and contributory buildings would have transferable development rights.

Key Implementing Action

- Allow transfer of the unused development rights from Significant and Contributory Buildings.

Both significant and contributory buildings should be entitled to sell for use on another site "transferable development rights", that is, the difference between the actual square footage of the building to be retained and the square footage of a new building that could be built on the lot as determined by the applicable floor area ratio. These "transferable development rights" (TDR) could be transferred to any parcel or parcels within the same zoning district if the height, bulk, and other rules of this Plan would permit the increased square footage. TDRs from the retail and office districts and to a more limited extent from the general commercial and support districts could also be used in a special development district immediately south of the existing C-3-O district where increased densities are appropriate. Since the square footage is simply transferred from one lot for use on another, the total allowable density downtown would not be increased.

TDRs are proposed as a planning tool to insure the maintenance of sufficient development potential in the C-3 District to accommodate orderly growth and preserve a compact downtown, and to balance the public and private interests affected by the preservation policies. TDRs are not legally necessary to compensate property owners for restricting development of sites of landmarks and significant building sites. Similar restrictions on demolition of landmarks, without TDR, have been sustained by courts in many parts of the country.

URBAN FORM

Background

The urban form chapter includes objectives, policies and actions governing downtown building height and bulk, separation of buildings, sunlight access, wind protection, building appearance, and the relationship of buildings to the street.

HEIGHT AND BULK

OBJECTIVES AND POLICIES

OBJECTIVE 13

CREATE AN URBAN FORM FOR DOWNTOWN THAT ENHANCES SAN FRANCISCO'S STATURE AS ONE OF THE WORLD'S MOST VISUALLY ATTRACTIVE CITIES.

The visual appeal of San Francisco is based on its topography — its hills and ridges and their relationship to the ocean and bay — and on the scale of existing development. This scale is by and large a light-toned texture of separate shapes blended and articulated over the city's topography.

Fitting new development into this environment is, in a broad sense, a matter of scale. It requires a careful assessment of each building site, relating a potential new structure to the size and texture of its surroundings. It means making a very conscious effort to achieve balance and compatibility in the design for the new building. Good scale depends upon a height that is consistent with the total pattern of the land and of the skyline, a bulk that is not overwhelming, and an overall appearance that is complementary to the building forms and other elements of the city. Since the height, bulk and appearance of past development differs within the city, scale is relative.

Historically, the buildings forming San Francisco's skyline and streetscape were harmonized by color, shape, and details. Much effort was made in the past to relate each new building to its neighbors at both upper and lower levels, and to avoid jarring contrasts that would upset the city pattern. Special care was accorded the edges of distinct districts, where transitions in scale are especially important. Similar effort and care must be taken with new development in the future.

Tall buildings are a necessary and expressive form for much of the city's office, apartment, hotel and institutional development. These buildings, as soaring towers in an otherwise light-colored, low-rise city, evidence the city's economic strength. They make economical use of land, offer fine views to their occupants, and permit efficient deployment of public services. If properly placed, tall buildings enhance the topographic form and existing skyline of the city.

A proper plan for building height should weigh all the advantages and disadvantages of height at each location in the city. It should also take into account appropriate, established patterns of building height and scale, seeking for the most part to follow and reinforce those patterns. The plan should recognize the functional and economic needs for space in major centers for offices, high density apartments, and hotels.

Bulk refers to the apparent massiveness of a building compared to its surroundings. A building may appear to have great bulk whether or not it is of extraordinary height. It can block near and distant views and create a disconcerting dominance on the skyline and neighborhood. Users of modern building space may find these bulky forms more efficient, or more logical for combining several uses in a single development. But, these considerations do not measure the external effects upon the city.

The apparent bulk of a building depends primarily upon two factors: the amount of wall surface visible, and how far the structure extends above its surroundings. Accordingly, a plan seeking to avoid excessive bulkiness should consider the existing scale of development in each part of the city and the effects of topography in exposing building sites to widespread view.

In general, the texture of San Francisco, when viewed from close-up or from afar, is one of small-scale buildings covering the hills on a grid street pattern, punctuated by green space and occasional larger significant structures, such as churches, schools, and hospitals. The collective mass of office buildings in the Financial District has become the most prominent man-made component of the skyline. The bridges, Twin Peaks, and Golden Gate Park, remain distinctive and identifiable, but increasingly, the intense cluster of large-scale structures is the city's dominant image. The bulkiness and repetitive boxiness of many recent structures have obscured the fine-scale sculptured skyline of pre-World War II San Francisco. To create a new sculptured skyline, new buildings must have generally thinner and more complex shapes.

Control of building bulk limits the impact of building mass. At the streetscape — the closest view — building mass directly affects the light and air on the street, on plazas, and on adjacent buildings. The mass of an individual building dominates the scene from a pedestrian's view.

Views down a street or from upper floors of buildings across the downtown enable the mass and shape of buildings to be compared with one another. Here relationships of building forms to other building forms become important. An excessively bulky building can obscure views to and from other buildings.

At a distance of a mile or more, relationships among buildings form a skyline image — a combined mass and shape. The bulk and form of the individual structures — most particularly the taller, larger structures and those at the edge of downtown — affect the skyline image.

Bulk controls should address the impact of a building at the streetscape view, its relationship to neighboring buildings, and its cumulative impact on the skyline as a whole. Controls should provide a building envelope that offers a latitude for individual building design, but in harmony with the whole.

POLICY 1

Relate the height of buildings to important attributes of the city pattern and to the height and character of existing and proposed development. (See Map 5)

Downtown height controls should be consciously structured and varied to create specific areas which simulate the natural hills that characterize San Francisco. Taller buildings should be clustered to promote the efficiency of commerce and avoid unnecessary encroachment upon other areas. The downtown financial core — the major place of tall buildings in the city — should be kept separate from other less intense activity areas in surrounding low rise development. It should taper down to the shoreline of the Bay. Other highrise nodes should be kept away from the base or sides of hills as far as possible, or should be restrained from further intrusion onto hillsides.

In previous eras of city building, the height of new development within an area might be expected to vary considerably. The pressure to maximize development on a site was not as significant a factor then. Under such conditions, extended areas with the same height limit did not pose any city form problems. A natural variety of heights resulted in a complex, interesting city form.

There is now, however, an increasing tendency to build to the height limit, particularly in height districts lower than 400 feet. When many buildings are constructed at the height limits, a visible lining up of building tops occurs. This phenomenon called benching causes an awkward city form.

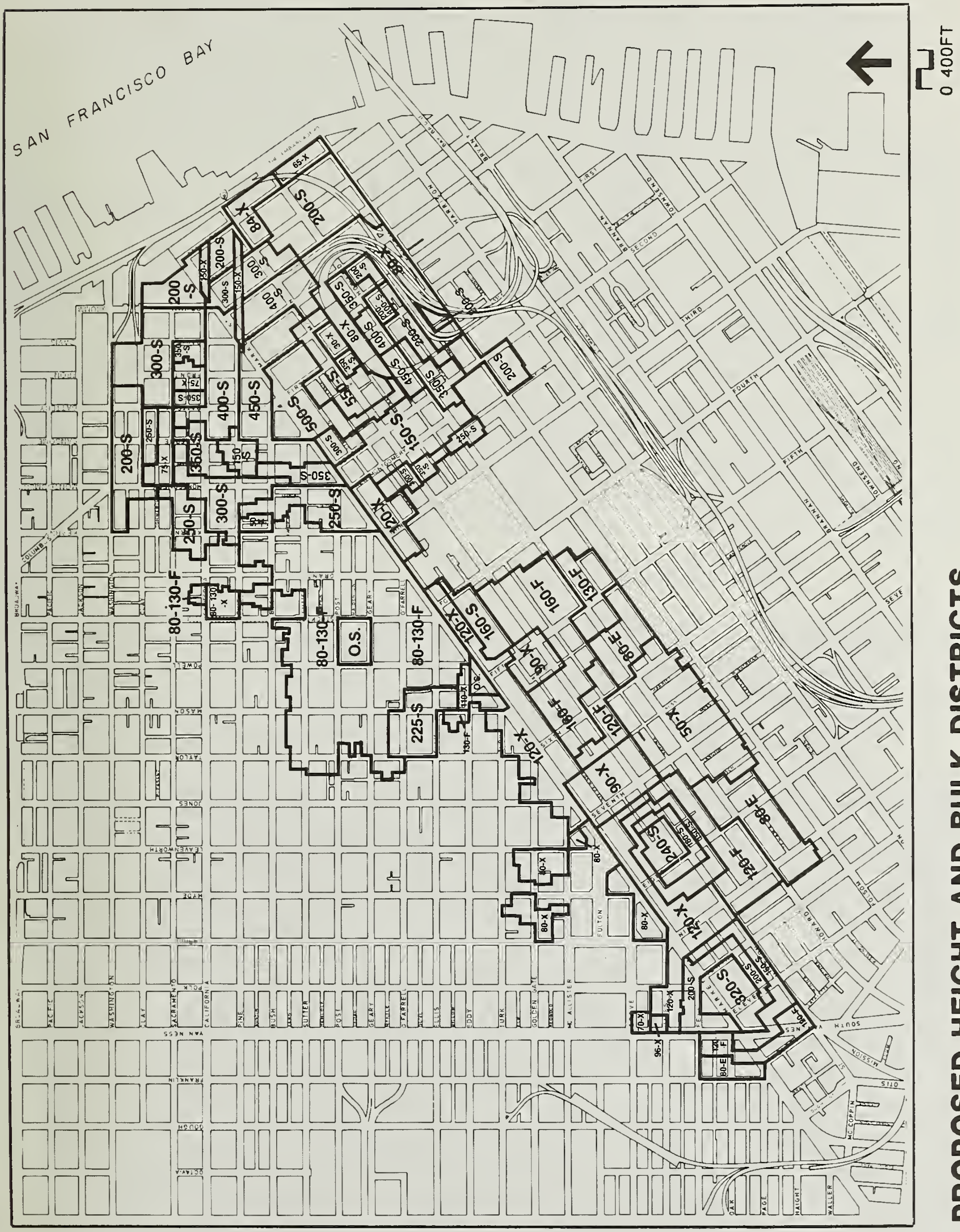
To avoid this benching effect, narrower height districts of varied height and mechanisms which allow greater height for more slender buildings should be created. Height limits should be structured so as to allow the presence of new buildings to affect the existing skyline in a positive way, softening existing "benching," and providing more variety and interest in the skyline and general view of the city.

POLICY 2

Foster sculpturing of building form to create less overpowering buildings and more interesting building tops, particularly the tops of towers. (See Figures 2 and 3 on page 30)

As buildings increase in height, they should be sculptured or shaped to appear increasingly slender and delicate. Modifying the silhouette of a building, making the more visible upper portion slender, offsets the building's bulkiness.

The shape given to the top portion of every large structure should consider the building's position in city views. Prominent buildings should be consciously designed to contribute to a graceful skyline in harmony with the texture of development on surrounding hills. Buildings below the city silhouette, but still prominent in views, should contribute to an overall sculptural form — avoiding awkward or overscaled blunt forms. The tops of all buildings should be interesting to look at from nearby towers.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PACIFIC
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WASHINGTON
CLAY
SACRAMENTO
CALIFORNIA
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GEARY
O'FARRELL
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EDDY
TURK
GOLDEN GATE
MC ALLISTER
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OAK
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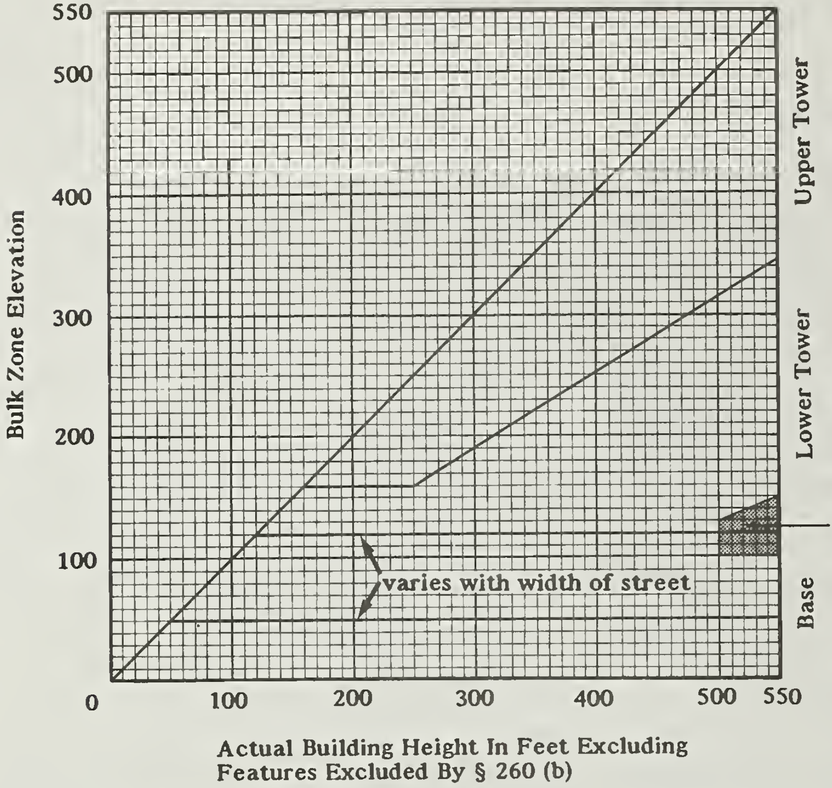
WALLER
POWELL
MASON
TAYLOR
JONES
LEAVENWORTH
HYDE
POLK
VAN NESS
FRANKLIN
GOUGH
OCTAVIA
COLUMBUS
SOUTH VAN NESS

Map 5

PROPOSED HEIGHT AND BULK DISTRICTS

Figure 2 **BULK LIMITS**



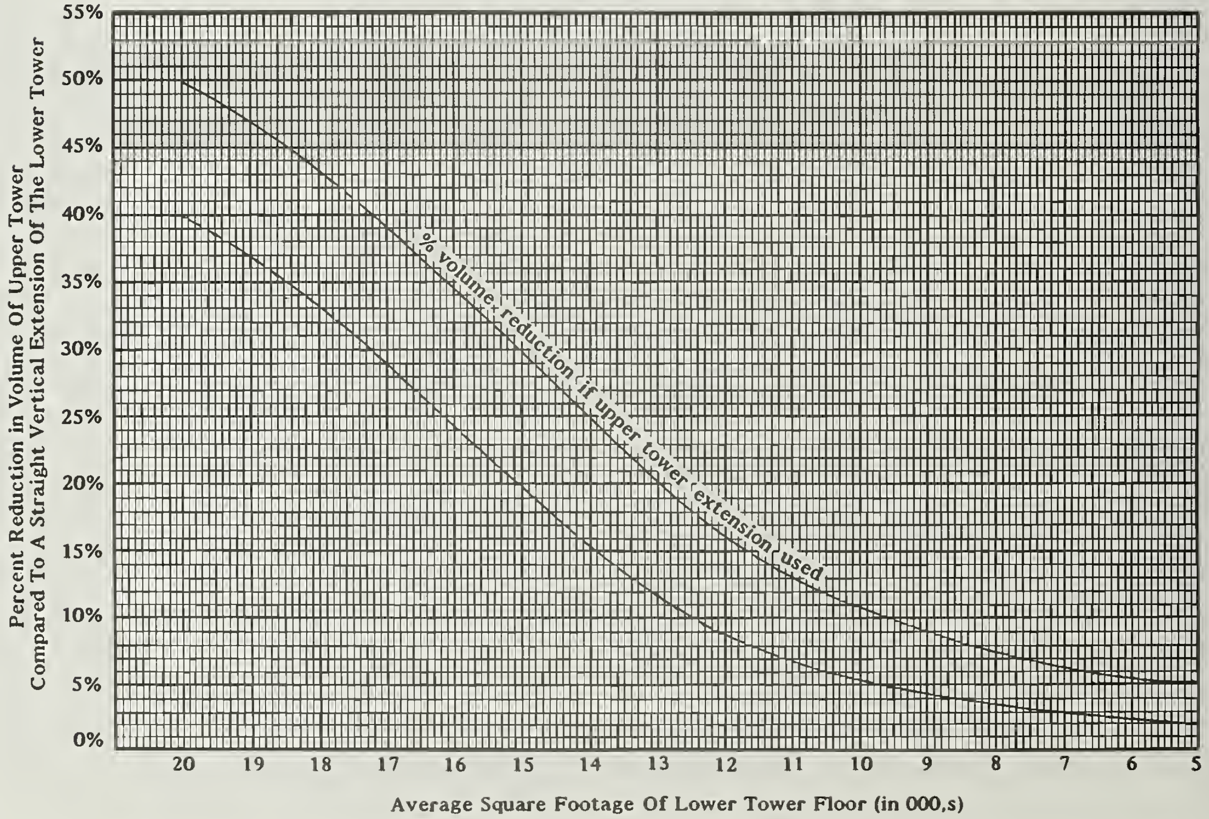
Max. length 130 ft.
Max. Average Diagonal 160 ft.
Max.Average Floor size 12,000 sq. ft.
Max. Floor Size 17,000 sq. ft.
Volume reduction as determined by bulk control Chart B

Max Floor Size 20,000 sq. ft.
Max. Average Floor Size 17,000 sq. ft.
Max. Length 160 ft.
Max. Diagonal 190 ft.

Exceptions for buildings over 500 feet in height solely to accomodate elevators
Max. length 190 ft.
Max. Diagonal 230 ft.
Max. Floor size 25,000 sq. ft.

Height of Base Zone may not exceed 1.25 times the width of largest abutting street.
No area or plan restrictions
No Maximum Floor size

Figure 3 **BULK CONTROL UPPER TOWER VOLUME REDUCTION**



Skyline effects of existing box-shaped buildings should be masked or softened by new tall, well-composed buildings similar in height to nearby towers should be shaped and detailed to disguise the similarity.

POLICY 3

Create visually interesting terminations to building towers.

All buildings should be massed or otherwise designed or articulated to create a visually distinctive termination of the building facade. The intent is to return to the complex visual imagery of the surrounding hillsides and to the complex architectural qualities of older San Francisco buildings. However this does not mean that literal employment of historical detailing is encouraged, although that may be called for in particular circumstances. What is desired is the evolution of a San Francisco imagery that departs from the austere, flat top box — a facade cut off in space.

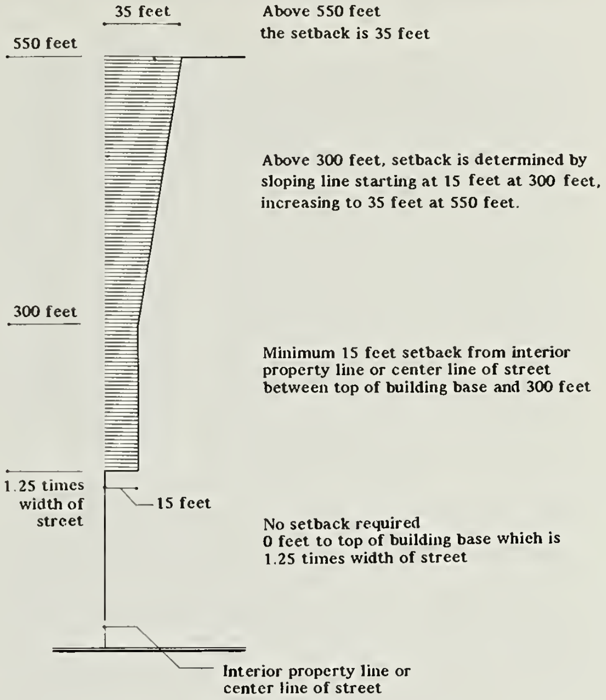
POLICY 4

Maintain separation between buildings to preserve light and air and prevent excessive bulk. (See Figure 4)

Every major highrise should be designed to be a good neighbor to surrounding towers, recognizing that a potential exists to build additional structures in the immediate vicinity. Setbacks on interior property lines and setbacks on narrow south of Market streets, should be provided to assure adequate separation between towers even though the structures are on relatively small lots.

Figure 4

SEPARATION BETWEEN TOWERS


35 feet
Above 550 feet the setback is 35 feet
550 feet
Above 300 feet, setback is determined by sloping line starting at 15 feet at 300 feet, increasing to 35 feet at 550 feet.
300 feet
Minimum 15 feet setback from interior property line or center line of street between top of building base and 300 feet
1.25 times width of street
15 feet
No setback required
0 feet to top of building base which is 1.25 times width of street
Interior property line or center line of street

Bank
of
America

SUNLIGHT AND WIND

Background

The existing land use controls give little attention to the effect of building form on the loss of sunlight and the creation of wind. The shadow and wind studies done as part of the elaborate environmental review process initiated after existing controls were adopted, along with the special analysis of wind and sun which has been undertaken recently have heightened public concern over these issues. The blockage of sunlight to St. Mary's Square caused by the Telephone Building on Pine Street and the wind currents around Fox Plaza, the Federal Building, and the U.S. Assessor's Building are dramatic examples of the impact of inappropriate building forms on the pedestrian environment.

Pedestrian comfort depends on the combined effects of sun, wind, temperature, and humidity. Locations exposed to the wind and shaded by buildings are seldom comfortable in San Francisco's typically cool temperatures.

OBJECTIVES AND POLICIES

OBJECTIVE 14

CREATE AND MAINTAIN A COMFORTABLE PEDESTRIAN ENVIRONMENT.

POLICY 1

Promote building forms that will maximize the sun access to open spaces and other public areas.

Given San Francisco's temperate climate, the warmth provided by direct sunlight can make a significant difference in the physical comfort experienced in these spaces.

Buildings to the south, east, and west of parks and plazas should be limited in height or effectively oriented so as not to prevent the penetration of sunlight to such parks and plazas.

In addition to parks and plazas there are certain locations in the downtown where direct sunlight is very important. They include shopping streets in the retail district, and alleys with a high concentration of eating and drinking establishments and a high volume of lunchtime pedestrian use.

New buildings adjacent to these spaces should be shaped to minimize the shadow that is cast by the building on the public space.

POLICY 2

Promote building forms that will minimize the creation of surface winds near the base of buildings.

Variation in ground level wind impacts is related to several factors:

- Exposure of the building to the prevailing wind direction, the more exposed a building is, the greater the volume and momentum of the wind intercepted, and the greater the potential for wind accelerations at street level.
- The shape, area and uniformity of the upwind facade. Relatively large, uniform facades typically result in greater wind accelerations than do narrow or complex facades with numerous setbacks.

These factors should be taken into account in the massing and detailing of new buildings. Exposed facades should use setbacks at various levels, and other configured shapes and design features, to reduce wind impact. In buildings of a size likely to cause problems, wind tunnel tests of alternative building masses should be undertaken and the results employed in selecting the shape of the building. As a general rule, a building form should not be used which causes wind speeds to exceed eleven miles per hour in areas where people are walking and seven miles per hour where people are sitting.

BUILDING APPEARANCE

OBJECTIVES AND POLICIES

OBJECTIVE 15

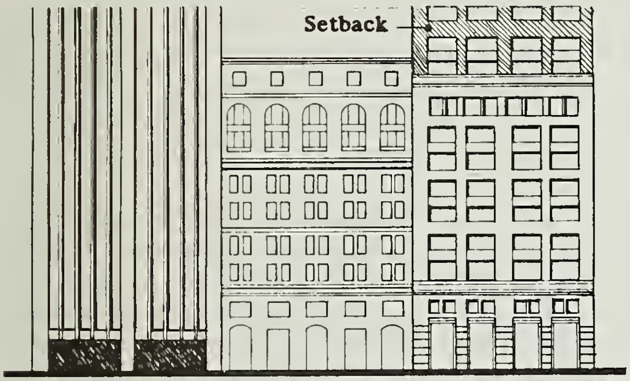
TO CREATE A BUILDING FORM THAT IS VISUALLY INTERESTING AND HARMONIZES WITH SURROUNDING BUILDINGS.

POLICY 1

Ensure that new facades relate harmoniously with nearby facade patterns.

When designing the facade pattern for new buildings, the pattern of large nearby existing facades should be considered to avoid unpleasant juxtapositions. Incongruous materials, proportions, and sense of mass should be avoided.

As a general rule, facades composed of both vertical and horizontal elements fit better with older as well as most new facades.



The all vertical pattern of this building has little in common with the center structure

Strong verticals and horizontals strong base and similar street wall height help give building a positive relationship to center building

POLICY 2

Assure that new buildings contribute to the visual unity of the city.

For the most part, buildings in San Francisco are light in tone. The overall effect, particularly under certain light conditions, is that of a whole city spread over the hills. To maintain continuity with this existing pattern, disharmonious colors or building materials should be avoided. Buildings should be light in color. Highly reflective materials, particularly mirrored or highly reflective glass, should be used sparingly.

POLICY 3

Encourage more variation in building facades and greater harmony with older buildings through use of architectural embellishments and bay or recessed windows.

STREETSCAPE

OBJECTIVES AND POLICIES

OBJECTIVE 16

CREATE AND MAINTAIN ATTRACTIVE, INTERESTING URBAN STREETSCAPES

POLICY 1

Conserve the traditional street to building relationship that characterizes downtown San Francisco.

San Francisco is noted for streets that are at the property line with little or no space between them. This historical pattern of development gives San Francisco its intense urban quality.

This pattern should be preserved and fostered. Structures generally should be built to the street property line along the entire frontage to a sufficient height for proper definition of street space. Exceptions to this streetwall should be allowed to create open space and circulation space where desirable and appropriate. However, open spaces should not be so frequent or close together that they undermine the sense of a continuous streetwall.

POLICY 2

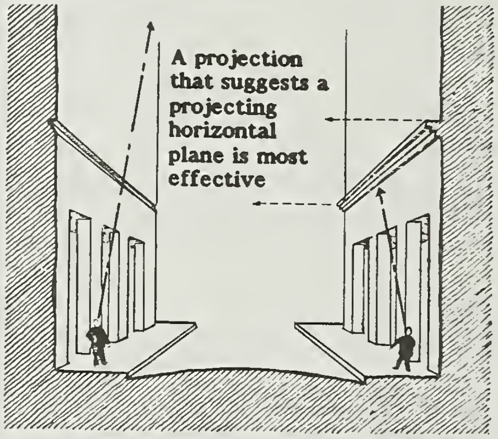
Provide setbacks above a building base to maintain the continuity of the predominant streetwalls along the street.

Many downtown streets contain ornate older buildings of modest scale, which should be preserved for future generations to appreciate. While the heights of these buildings vary when taken together, they often create a sense of a unitary street facade or wall. This street wall gives continuity and unity to the streetscape. The intrusion of large, flat planed modern buildings among small-scaled and decorated older buildings can break up the continuity and unity.

If the new taller building is set back an appropriate distance above the existing predominant streetwall height, the upper portion of the building will not be perceived as part of the streetwall, and if the lower portion were given a similar texture and projecting cornice the disruption would be minimized. The depth of the setback required would be a function of the width of the street and the height of the existing streetwall.

The height of the streetwall cannot be determined with great precision by a mathematical formula. Often there is considerable variation in the heights of buildings on the same block. Determination of an appropriate streetwall height for the new building is a question of judgment — "What height would be consistent with the general scale cf the buildings on the block that are likely to remain?" This question would be resolved in a case-by-case basis.

In areas where there is no pre-existing streetwall worth of retention, setbacks may not always be needed if a strong, pedestrian scaled building base is crated and the building tower is well separated from other towers. However, setbacks might still be needed for sunlight access or to create windbreak.


A projection that suggests a projecting horizontal plane is most effective

At the base of a building with a recessed band vision can slide by along the surface of the building

The projecting beltcourse firmly interrupts the line of vision and sets a scale for the street.

POLICY 3

Maintain and enhance the traditional downtown street pattern of projecting cornices on smaller buildings and projecting belt courses on taller buildings.

The projecting cornice is a very distinctive San Francisco architectural feature. Most older buildings have them. Most tall older buildings also have horizontal architectural features that clearly define the building base at a level typically half to one times the width of the street. These projections, together with the generous use of decorative embellishments, contribute to the architectural sense and comfortable human scale of downtown San Francisco. Their contemporary use should be encouraged in new development. Alternative means of terminating the shorter building or defining the base of a taller one could be employed if effective in creating a sense of street scale. However, it is extremely difficult to do this unless one's eye is interrupted by a projection as it moves up the facade from the base. Change of color, colored bands, and grooves are generally ineffectual and rely on the projections on adjacent buildings for what effect they do have.

POLICY 4

Use designs and materials and include activities at the ground floor to create pedestrian interest.

Retail Uses

Shops and restaurants contribute liveliness and visual interest to street frontages, lobbies and plazas of office buildings. Group floor space fronting on streets, pedestrianways, plazas, and courtyards outside the retail district should be devoted primarily to retail and service uses that are of interest to pedestrians and that meet the needs of workers and visitors to nearby buildings.

Glass

The use of clear untinted glass on the first two or three floors of buildings permitting pedestrians to glimpse the activity within, contributing to the overall sense of liveliness of the street. Dark tinted windows create a blank impersonal street front with no sense of life or activity, and should be discouraged.

Detailed Bases

Incorporation of visually interesting details and/or decoration into the design of the base avoids an excessively dull frontage.

Decorative features, including the detailing found on many older and some contemporary designs, assure needed visual interest for the pedestrian. They should be used whenever practical.

Textured Blank Walls

When blank walls are unavoidable, they should be made less oppressive through the interesting patterns and scale-giving feature.

POLICY 5

Encourage the incorporation of publicly visible art works in new private development and in various public spaces downtown.

The quality of life is enriched by art and artistic expression in many varied forms. The worker or visitor to downtown spends many hours in an environment of office buildings and commercial enterprises. Art in this environment can offer a counterpoint, attract the eye, stimulate the imagination, arouse emotions or just cause a momentary interest or amusement.

In the past, many prominent buildings included sculptured relief, ornate custom grillwork, mosaics, murals, carvings, as well as statuary and other forms of artistic embellishment. Buildings were less separable from art and artistic expression.

To reestablish this tradition of enhancing the environment for all to enjoy, artwork should be incorporated in new buildings and public spaces in downtown. Art work is required for all new public buildings of the City and County. The Redevelopment Agency has successfully used a requirement for art work in its downtown redevelopment projects to obtain major fountains, sculpture, and other artworks which have made a substantial contribution to the quality of the downtown environment.

Sculpture, bas-relief, mosaics, murals, and decorative water features are among the types of artwork that should be provided.

MOVING ABOUT

Background

Even in the days when San Francisco was a port and fishing village, access to downtown was critical in generating and accommodating growth in the city. Located at the upper end of a 40-mile peninsula, the city grew almost exclusively on the support of a waterborne transportation system.

Ferries provided the links to Marin, and the East Bay, and up the Delta to early rail connections inland. In time, this regional ferry network became quite extensive and moved 37 million persons a year into and out of downtown. The ferry boats were met by electric railroad transit systems, including a third-rail electric commuter railway from Sausalito north to San Rafael. A similar overhead-wire electric inter-urban system in the East Bay connected directly to Emeryville, Berkeley, Oakland, Alameda, and places as far as Chico. These systems were supported by miles of electric streetcar and cab car systems. The focus of all these networks at one point—downtown San Francisco—made it the most accessible by land and water in the Bay Area.

Thus established, downtown San Francisco continued to grow. To make growth possible, the transportation systems were altered and expanded over successive decades. The Bay Bridge was opened in 1936, and the Golden Gate Bridge a year later. These two connections provided direct access for trains and automobiles and spelled the decline and virtual elimination of ferry boats.

During World War II, the transportation system was taxed to its maximum capacity. Very little additional expansion of the basic networks occurred. Following the war, several dramatic changes took place. The San Francisco Municipal Railway (MUNI) absorbed the Market Street Railway, its larger, privately owned competitor, as well as most of the independent cable car operators. Fifteen years of deferred maintenance had taken its toll on streetcar and cable car lines. These were replaced by trolley buses and motor buses. Freeways were planned and construction begun. Interurban rail tracks were removed in 1958 from the lower deck of the Bay Bridge to increase capacity. The State enacted a law for toll bridge payment of an underwater rail subway tube if any regional transit system was ever constructed. Early proposals for subways under Market Street date back to the 1920s, but it wasn't until 1962 that the three-county Bay Area Rapid Transit District (BART) was approved by the voters.

By the time BART's transbay revenue trains once again provided direct passenger rail links to the East Bay in 1974, the city had already experienced the "freeway revolt." The freeway system had been stopped. The second bridge across the Bay was voted down. The Embarcadero Freeway had been recommended for removal. The completion of I-280 to the Bay Bridge had been deleted from the Interstate Highway System. The planned system of grade-separated roadways had been only partially constructed.

The City Planning Commission and Board of Supervisors adopted a "transit first" transportation policy in 1973. The fragile environment of San Francisco was too important to be dismantled and disrupted by the scale of infrastructure required to support an "automobile first" policy. The city's Master Plan called for accommodating future growth downtown with public transit.

In the ten years since adoption, the "transit first" policy has worked well. Millions of square feet of office space, hotels, and retail have been constructed, and thousands of additional person work downtown. There has been no significant increase in automobile infrastructure. The downtown streets have been strained, but remain serviceable because of the success of the transit first policy.

The city's policy has worked because the years since 1972 have included opening BART, creation of the Golden Gate Transit ferry and bus system to the North Bay counties, creation of SamTrans to acquire and expand former Greyhound service to San Mateo County, opening of MUNI Metro as a light-rail urban subway system serving one-quarter of the city's neighborhoods, and federally assisted expansion of bus service throughout the region. Recently, the responsibility for operating the Southern Pacific (SP) commuter service was assumed by Caltrans. Plans are under way to expand and possibly extend this service closer to downtown. Taken together, the last ten years have brought a significant addition to transit access to downtown San Francisco.

Downtown employment may grow by as much as 90,000 jobs by the year 2000. Conditions would deteriorate significantly if employment growth results in many more cars downtown. For this reason, the Downtown Plan does not recommend expanding the capacity of streets and bridges to accommodate an increase in the number of cars entering the general downtown area during the peak period. Nor does it advocate lengthening the peak period to more than two hours to accommodate more commuters. This is already happening and it could be encouraged by promoting staggered work hours. However, extending the peak would require an expansion of the parking supply and will increase street congestion and further restrict regional mobility. The Plan, therefore, contemplates another strategy with two principal efforts.

Effort 1: Increase the number of commuters per vehicle

Ridesharing should be expanded. The increase in average auto occupancy rates shown in Table 2 might be achievable through increased use of carpools and vanpools and these increases should be established as a planning goal.

The extent to which increases in ridesharing can be achieved is primarily dependent upon the incentives provided to carpoolers/vanpoolers. Feasible increases vary from corridor to corridor because of the differences in ridesharing incentives that can be provided.

The coordination of ridesharing activities, (such as is being performed by RIDES for Bay Area Commuters and transportation brokers) and low cost, reserved parking spaces for vanpools (as is being provided in various Caltrans lots underneath the freeways) are available to commuters from all corridors. Other incentives are quite different from corridor to corridor. The East Bay corridor has three toll free high occupancy vehicles (HOV) lanes at the approach to and the metering area beyond the Bridge toll plaza. Returning commuters have an exclusive HOV lane and on ramp to the Bay Bridge via Bryant and Sterling Streets. The North Bay corridor has a HOV lane on U.S. 101 from Greenbrae to Richardson Bay Bridge and has free tolls to HOVs but no exclusive by-pass lanes. The South Bay corridor has a HOV lane on I-280 southbound between Sixth Street and just north of the U.S. 101 interchange. As commute times are extended because of congestion these ridesharing incentives will become stronger.

There are no incentives currently provided to San Francisco commuters on freeways (except the HOV lane on southbound I-280) and surface streets. In the short term it is expected that the difficulty and expense of parking will be the primary incentive for ridesharing by San Francisco commuters.

TABLE 2

RIDESHARING

(COMMUTER OCCUPANCY RATE PER VEHICLE)

Corridor	Existing	Year 2000 Goal	Percentage Increase
East Bay	2.42	2.83	16%
North Bay	1.47	1.68	14%
Peninsula	1.76	1.94	10%
San Francisco	1.24	1.36	9%
All Corridors	1.48	1.66	12%

If these increases can be achieved it would mean an additional 12,000 people could travel by automobile from the three regional corridors without increasing the number of automobiles.

Effort 2: Increasing the number and percentage of commuters using transit

By increasing the percentage of downtown commuters using transit to 70% from the existing 64% as shown in Table 3 (and assuming the ridesharing goals can be met) the projected additional workers can be accommodated without increasing the total number of commuter vehicles. This percentage increase should be established as a planning goal.

This goal could be achieved with the following additions to transit capacity and other measures: (1) projects in the vehicle acquisition plans of the transit operators current 5-year plans and capacity increases for MUNI, Golden Gate, SamTrans and A/C of from 2% to 2.5% per year beyond current 5-year plans to 2000; (2) construct a MUNI-Metro Turnaround at Embarcadero; (3) purchase additional cars to make BART Transbay trains all 10-cars during peak period; (4) extend MUNI-Metro to 4th and Townsend Streets; and (5) an effective implementation and enforcement program for transit preferential treatments on downtown streets.

These two goals — increasing the percentage of workers commuting downtown by transit in the two-hour peak from 64% to 70% and increasing the occupancy rate for persons per vehicle to 1.66 persons per vehicle — are formidable goals. But they must be achieved if the project rate of employment growth is to be manageable.

TABLE 3

CHANGE IN USE OF AUTO AND TRANSIT-FOR COMMUTE TRIPS

	AUTOMOBILE		TRANSIT	
Year	Persons	Percent	Persons	Percent
1984	68,400	36%	116,600	64%
2000	76,900	30%	179,400	70%

The Plan describes a number of implementing actions in order to carry out Effort I to increase ridesharing and Effort II to increase transit ridership. These implementing actions, while not all are required to accommodate forecasted downtown growth would make a contribution to overall transportation efficiency and reduce congestion from current levels. To the extent various actions are carried out, commuters, shoppers and visitors in the year 2000 will experience less congestion, more comfort, less pollution, and fewer inconveniences in moving to, from and through downtown than they do today.

MOVING TO AND FROM DOWNTOWN

OBJECTIVES AND POLICIES

OBJECTIVE 17

DEVELOP TRANSIT AS THE PRIMARY MODE OF TRAVEL TO AND FROM DOWNTOWN.

The automobile cannot serve as the primary means of travel to and from downtown. An alternative means — convenient and of greater efficiency — is required. Good, direct transit service is available from almost all parts of the city to downtown. Transit is the dominant means of travel during the rush hours. Nevertheless, travel is often slow, and vehicles are crowded during the rush hours.

Crowding can never be eliminated completely. However, it is important for continued patronage and rider comfort that trunklines serving outlying districts provide seats for all passengers and that short-term standing riders be allotted adequate space. Travel to downtown should be possible in less than 30 minutes from all parts of the city. It can be achieved with express buses, exclusive bus lanes, and construction of rapid transit lines.

The use of transit for travel from the suburbs to downtown can only become the primary travel mode over the long run with the extension of a good regional transit system connecting downtown to other parts of the Bay Area.

Rapid Transit Lines

POLICY 1

Build and maintain rapid transit lines from downtown to all suburban corridors and major centers of activity in San Francisco.

The city and much of the region should continue its commitment to a transit first policy with respect to intercity commuter travel. Rapid rail transit probably offers the most competitive service in relation to automobile travel. It also offers the highest possible capacities in transit service. The use of BART or any other line-haul rail system is dependent to a great extent on access to and from stations in outlying residential areas and employment centers. Well-planned suburban feeder systems should be provided.

Non-rail Transit

POLICY 2

Expand existing non-rail transit service to downtown.

Given the capacity of roads and bridges leading to and from downtown, which are not likely to be expanded significantly, the projected growth in downtown employment can only be accommodated by expanding the peak commute period and expanding the use of carpooling and/or expanding transit service to and from downtown. Until rail transit is available, non-rail transit service, particularly from the East Bay and from within San Francisco, should be increased. Various carriers serving downtown should develop long-range service expansion plans to accommodate the projected demand generated by downtown San Francisco growth.

Transit Lanes

POLICY 3

Establish exclusive transit lanes on bridges, freeways and city streets where significant transit service exists.

Transit lines should provide more efficient service by operating on their own rights-of-way. These should be instituted on bridges, freeways and thoroughfares leading into the city, such as on the Waldo Grade and Golden Gate Bridge, and interconnect, where feasible, with a system of exclusive bus lanes or other transit-priority street segments in the city.

Transit Transfers

POLICY 4

Coordinate regional and local transportation systems and provide for interline transit transfers.

To increase the usefulness and convenience of transit systems, transit users should be able to transfer freely from one system to another. The points of interchange should be clearly identified. The creation of new fare recording mechanisms based on a magnetically encoded card, such as the "Fast Pass" or BART ticket, would expand interline travel.

Free, or low cost transfer should be available between MUNI and each of the suburban transit operators. Suburban residents often require MUNI service to extend their trips within San Francisco.

Transit Terminals

POLICY 5

Provide for commuter bus loading at off-street terminals and at special curbside loading areas at non-congested locations.

Off-street terminals are preferable to curbside locations because they provide adequate back-up space for passenger waiting, ticketing and loading. They also provide convenient transfers among different systems. On the other hand, loading and unloading points should be conveniently distributed throughout downtown to make transit attractive to intercity commuters. As opportunities present themselves off-street terminals should be developed. Until adequate terminals can be provided, commuter buses should load and unload at designated and easily identifiable curbside locations such as Market Street. They should be chosen to minimize conflict with pedestrian flows.

POLICY 6

Make convenient transfers possible by establishing common or closely located terminals for local and regional transit systems.

One or two new terminals should be developed, or an existing one upgraded, to accommodate buses and rail services provided by various regional and local lines. The terminals should be in close proximity to, or fully integrated with, BART stations and MUNI terminals to make transfers between lines possible by a short walk. Priority should be given to a location or locations where existing and future intensities of development are highest.

Ferries

POLICY 7

Continue ferries and other forms of water-based transportation as an alternative method of travel between San Francisco and the north bay.

For communities in Marin County, ferry or high-speed water craft offers an alternative means of travel to downtown. It offers an efficient and pleasant way to commute and should be continued. As ridership and location warrant, water-based transportation should be developed to other locations in the Bay Area.

OBJECTIVE 18

ENSURE THAT THE NUMBER OF AUTO TRIPS TO AND FROM DOWNTOWN WILL NOT BE DETRIMENTAL TO THE GROWTH OR AMENITY OF DOWNTOWN.

Increasing automobile traffic means more environmental damage and greater inconvenience. A basic premise of the Transportation Element of the Master Plan is that a desirable living and working environment and a prosperous business environment cannot be maintained if traffic levels continue to increase without limits. Various methods should be used to control and reshape the effect of automobiles on the city, and to promote other means of transportation to improve the environment.

POLICY 1

Do not increase (and where possible reduce) the existing automobile capacity of the bridges, highways and freeways entering the city.

The established policy of limiting access into and through the city by automobiles should be maintained. This policy works in conjunction with policies calling for increasing transit for commuters to San Francisco. More vehicular access into the city conflicts with environmental objectives, overloads the city street system, and jeopardizes the city's commitment to mass transit. This policy allows for the introduction of exclusive bus lanes on bridges, highways, and freeways where these lanes are compatible with transit systems and where they will help provide better service.

Carpools-Vanpools

POLICY 2

Provide incentives for the use of transit, carpools and vanpools, and reduce the need for new or expanded automobile parking facilities.

The alternatives to expanding automobile facilities are to make existing facilities serve more people and to use other ways of getting people where they want to go. Single-occupancy automobile use is incompatible with the need to conserve energy and land, the need to reduce congestion on thoroughfares, and the need to reduce auto emissions.

Actions that make transit more convenient, economical and reliable should remain a high priority for San Francisco. Carpooling should be encouraged for those work trips which cannot be made conveniently by transit.

Employers should be encouraged to provide incentives for transit use and carpooling by employees. A transit subsidy, such as the provision of a transit "fast-pass," could be an alternative to the provision of free employee parking. Where an employer already has parking spaces available for employees, these spaces should be reserved for those persons who carpool.

Commuter Parking

POLICY 3

Discourage new long-term commuter parking spaces in and around downtown. Limit long-term parking spaces serving downtown to the number that already exists.

A basic premise of this Plan is that additions to the commuter load brought about by job growth should not be accommodated by additional automobiles. Bringing more autos to downtown would only add to the congestion which already is approaching unacceptable levels in some parts of downtown. More autos would also add to air pollution. New long-term public parking facilities should be limited to those needed to replace parking eliminated in the downtown core. However, although it is preferable that all replacement of long-term spaces displaced in the downtown occur on the periphery, a small number of long-term spaces may be provided within new buildings in the downtown core, if, taking into account aggregate displacement of long- and short-term parking, the total number of spaces in downtown is not increased and excessive congestion in the immediate vicinity is not created. Parking entrances should not conflict with transit preferential lanes.

POLICY 4

Locate any new long-term parking structures in areas peripheral to downtown. Any new peripheral parking structures should: be concentrated to make transit service efficient and convenient; be connected to transit shuttle service to downtown; provide preferred space and rates for van and car pool vehicles.

POLICY 5

Discourage proliferation of surface parking as an interim land use, particularly where sound residential, commercial or industrial buildings would be demolished.

Bicycles

OBJECTIVE 19

PROVIDE FOR SAFE AND CONVENIENT BICYCLE USE AS A MEANS OF TRANSPORTATION.

The bicycle is becoming more acceptable as an alternative to the automobile for work and shopping purposes. As streets become more congested, some people are finding that they can move about the city more quickly, enjoyably and economically on bicycles.

POLICY 1

Include facilities for bicycle users in governmental, commercial, and residential developments.

Provision should be made for bicycle parking in conjunction with automobile parking in existing and new parking lots and garages. Secure and conveniently located bicycle parking should also be provided in major new construction.

POLICY 2

Accommodate bicycles on regional transit facilities and important regional transportation links.

There should be more opportunity for cyclists to commute to San Francisco with their bikes by using regional transit modes such as BART, the ferry system, the Caltrans Bay Bridge bicycle shuttle and trains. Certain commute buses should also provide carrying racks for bicycles.

POLICY 3

Provide adequate and secure bicycle parking at transit terminals.

Providing adequate and secure bicycle parking facilities at transit terminals is another means of promoting bicycle use by commuters. Public and private parking garages should designate otherwise unused corners or other areas for joint bicycle and motorcycle parking, particularly near high-density employment centers.

MOVING AROUND DOWNTOWN

OBJECTIVE 20

PROVIDE FOR THE EFFICIENT, CONVENIENT AND COMFORTABLE MOVEMENT OF PEOPLE AND GOODS, TRANSIT VEHICLES AND AUTOMOBILES WITHIN THE DOWNTOWN.

The proper functioning of downtown is dependent upon compactness, strength of internal accessibility, and convenient access to downtown from other parts of the region. This section is concerned primarily with the need for proper circulation within downtown for vehicles and pedestrians, and with the organization of transit terminals and parking facilities.

The density of daytime downtown population and the resulting density of trips call for movement of people to take place in the most efficient and least space-consuming methods, such as walking and public transit. This in turn calls for controlling the automobile in the downtown area.

In addition to improvements in the pedestrian system and the pedestrian environment, every effort should be made to ensure that better transit service is provided so that transit increasingly becomes the prevailing method of travel.

Auto Circulation

POLICY 1

Develop the downtown core as an automobile control area.

San Francisco's downtown core is an intensely populated area functioning as the region's financial, administrative, shopping and entertainment center. Within this compact area, priority should be given to the efficient and pleasant movement of business clients, shoppers and visitors, as well as to the movement of goods. A continuing effort should be made to improve pedestrian, transit and service vehicle access and circulation. These functions must have priority use of limited street and parking space. The impact of the private commuter vehicle, in particular, and excessive automobile traffic, in general, must be reduced.

POLICY 2

Organize and control traffic circulation to reduce congestion in the core caused by through traffic and to channel vehicles into peripheral parking facilities.

Traffic passing through the downtown core to reach other destinations, such as North Beach, the Northwestern Waterfront, Western Addition, and South of Market, should be channeled around the downtown core. This would leave space for pedestrians and vehicles with core destinations.

POLICY 3

Locate drive-in, automobile-oriented, quick-stop and other auto-oriented uses on sites outside the office retail, and general commercial districts of downtown.

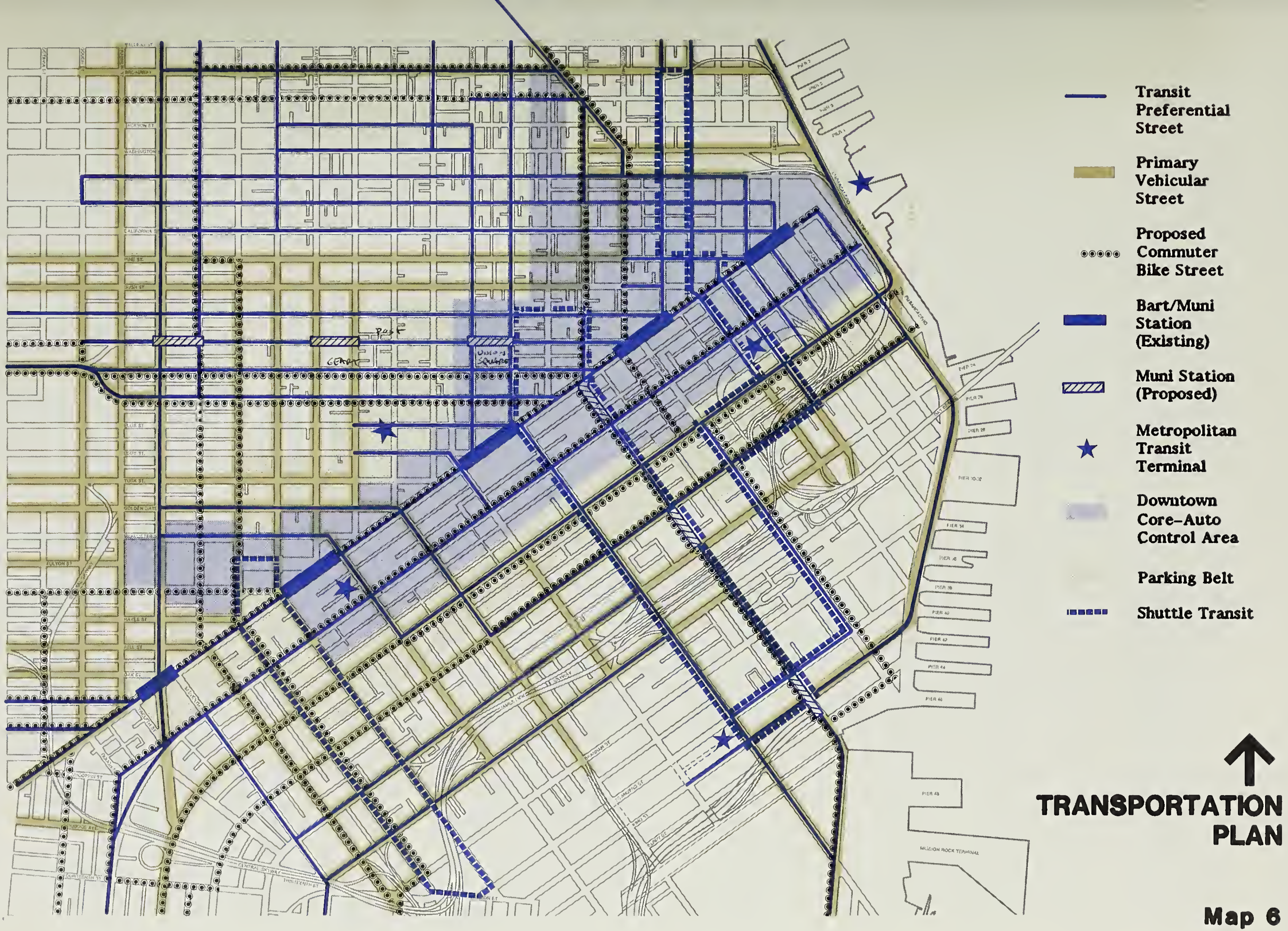
Drive-in establishments serving customers waiting in motor vehicles, and establishments reached primarily by automobile or providing service to automobiles, are, by definition, auto trip generators. To ensure that these uses do not aggravate an already congested pedestrian and traffic situation, they should be located away from the most intensely developed downtown areas in locations that do not create conflicts with pedestrian or auto concentrations, designated transit preferential streets or residential units.

Transit Lanes

POLICY 4

Improve speed of transit travel and service by giving priority to transit vehicles where conflicts with auto traffic occur, and by establishing a transit preferential streets system.

Transit speed is presently slower than auto speed due to passenger stops and street congestion. If transit speed is to be improved, conflicts between automobiles and transit must be minimized. Substantial improvement can and should be achieved by giving priority to transit. This would be accomplished by the use of exclusive lanes (with flow or contra-flow), by constructing bus loading platforms, relocating bus stops and/or by equipping buses and trolleys with devices to trigger lights in their favor at intersections. Enforcement is a critical factor to ensure successful operation of transit lanes.


Transit Preferential Street
Primary Vehicular Street
Proposed Commuter Bike Street
Bart/Muni Station (Existing)
Muni Station (Proposed)
Metropolitan Transit Terminal
Downtown Core–Auto Control Area
Parking Belt
Shuttle Transit
Post
Geary
Union Square

TRANSPORTATION PLAN

Map 6

Contra-flow lanes are more self-enforcing than "with-flow" lanes and should be used where appropriate. Other actions should include restricting autos from streetcar and cable car tracks and eliminating automobile turning movements that conflict with transit vehicles.

Shuttle Transit

POLICY 5

Develop shuttle transit systems to supplement trunk lines for travel within the greater downtown area.

All parts of the downtown core are within easy walking distance of each other. However, greater downtown is large enough so that walking is not always convenient. Access should be improved with special shuttle systems similar in function to the shopper shuttle buses and cable cars. Access is particularly important between the Civic Center and the financial retail districts, and between the Hall of Justice and other areas south and north of Market Street.

Taxis

POLICY 6

Maintain a taxi service adequate to meet the needs of the city and to keep far as reasonable.

Taxis serve as an essential supplement to the transit system, not merely for tourists, but for many residents and workers in the city who either do not have a car or who find regular transit service inconvenient for a particular trip, of both. The elderly often rely on taxis for necessary shopping trips and for reaching medical facilities, as do many others without automobiles when transit is not available. Although taxis should continue to be regulated competition should be encouraged for improved service and low fares.

Short-Term Parking

POLICY 7

Encourage short-term use of existing parking spaces within and adjacent to the downtown core by converting all-day commuter parking to short-term parking in areas of high demand. Provide needed additional short-term parking structures in peripheral locations around but not within the downtown core, preferably in the short-term parking belt (See Map 6).

As provided elsewhere, all day commuter parking within the downtown core is to be actively discouraged. Transit is a viable opportunity for many and parking for those who must drive should, for the most part, be provided on the fringes of downtown.

The situation is different for short-term parking. There are some shoppers, business visitors and others for whom transit is not a realistic alternative and who need parking for short periods reasonably close to their destinations. However, the amount and location of additional short term spaces allowed in the core should be carefully regulated. Short-term parking spaces attract more automobiles per day than long term spaces and do so during the midday periods when the number of traffic lanes is reduced by street parking and loading. Too much short-term parking would attract trips that otherwise would be made by transit and could add substantially to midday congestion.

Additional short term spaces in the core should be created primarily by converting existing long-term spaces to short term spaces. This could be achieved by setting high rates on all day use and not providing weekly or monthly rates. In the case of new buildings short term spaces could be provided within the building to replace long and short term spaces displaced by the new development, if excessive congestion in the immediate vicinity will not result.

Because of the congestion and conflicts with transit major new short-term parking structures are likely to create, they should be located next to major thoroughfares so that automobiles may be intercepted and uncongested movement and high internal accessibility may be provided within the core. Adequate pedestrianways should be provided for the final link of these trips.

POLICY 8

Make existing and new accessory parking available to the general public for evening and weekend use.

Some existing parking garages, especially those in the office buildings, are closed at night and on weekends. Instead of providing additional parking spaces at certain locations, those spaces should be made available to the general public for nighttime and weekend users. Parking garages in the Embarcadero Center are good examples.

Off-Street Loading Facilities

OBJECTIVE 21

IMPROVE FACILITIES FOR FREIGHT DELIVERIES AND BUSINESS SERVICES.

The need for adequate facilities for freight deliveries and daily services to businesses will increase as downtown grows. As a result, the conflict between the movement of customers, employees and visitors, whether on foot, by transit, or in private vehicles, will increase.

POLICY 1

Provide off-street facilities for freight loading and service vehicles on the site of new buildings sufficient to meet the demands generated by the intended uses. Seek opportunities to create new existing buildings.

POLICY 2

Discourage access to off-street freight loading and service vehicle facilities from transit preferential streets, or pedestrian-oriented streets and alleys.

Wherever possible, access to off-street loading and service vehicle facilities should be provided from non-pedestrian alleys and minor streets, rather than transit preferential streets or major arterials (see Map 6). This would minimize safety hazards and disruptions to pedestrians and traffic flow. Where several loading and service bays are provided or the number of truck trips is high, conflicts with pedestrians and vehicles should be minimized by provision of a service driveway and maneuvering area self-contained within the structures. Where the only access to on-site facilities is across a sidewalk that is heavily used by pedestrians curbside parking of freight and service vehicles may be preferable to on-site facilities.

POLICY 3

Encourage consolidation of freight deliveries and night-time deliveries to produce greater efficiency and reduce congestion.

Even if off-street loading facilities were adequate, there would still be conflicts between vehicles delivering goods and other vehicular and pedestrian traffic. Deliveries that must be made across the sidewalk from on-street loading spaces disrupt pedestrian movements and increase accident potential. A system of consolidating deliveries to downtown firms should be developed, with emphasis on deliveries during the late evening and early afternoon periods. Deliveries in the early afternoon when the daytime population of downtown reaches its peak should be discouraged.

POLICY 4

Provide limited loading spaces on street to meet the need for peak period or short-term small deliveries and essential services, and strictly enforce their use.

On-street loading and stopping spaces should continue to be required to accommodate peak period and short-term demands for small delivery vehicles and essential services. Strict enforcement to restrict these spaces to the vehicles and time limits for which they are intended is essential. In general, workers performing lengthy deliveries or repairs should be required to use off-street facilities for their vehicles.

POLICY 5

Require large new hotels to provide off-street passenger loading and unloading of tour buses.

Most major hotels create a large number of tour bus movements as formal sightseeing tours, group travel to airports or convention sites, or group travel under contract for airline crews. By the nature of these trips, loading and unloading times for tour buses is long and causes severe traffic problems if buses are allowed to park on downtown streets.

Pedestrians

OBJECTIVE 22

IMPROVE THE DOWNTOWN PEDESTRIAN CIRCULATION SYSTEM, ESPECIALLY WITHIN THE CORE, TO PROVIDE FOR EFFICIENT, COMFORTABLE, AND SAFE MOVEMENT.

POLICY 1

Provide sufficient pedestrian movement space.

Where pedestrian volumes compared to other transportation modes so warrant, additional pedestrian capacity should be taken from traffic or parking lanes. At other locations, where appropriate, arcades or building setbacks adjacent to an existing sidewalk should be developed. In areas of highest pedestrian volumes, more parallel, through-block pedestrianways should be provided if they can serve as convenient links among destinations without encouraging jaywalking.

POLICY 2

Minimize obstructions to through pedestrian movement on sidewalks in the downtown core.

Many conveniences and amenities on downtown sidewalks would be easier to enjoy if properly located to avoid conflict with pedestrian movement. Criteria for location of newspaper vending machines, flower stands, and other facilities and amenities such as trees, should consider the need for adequate space for through movement.

POLICY 3

Ensure convenient and safe pedestrian crossings.

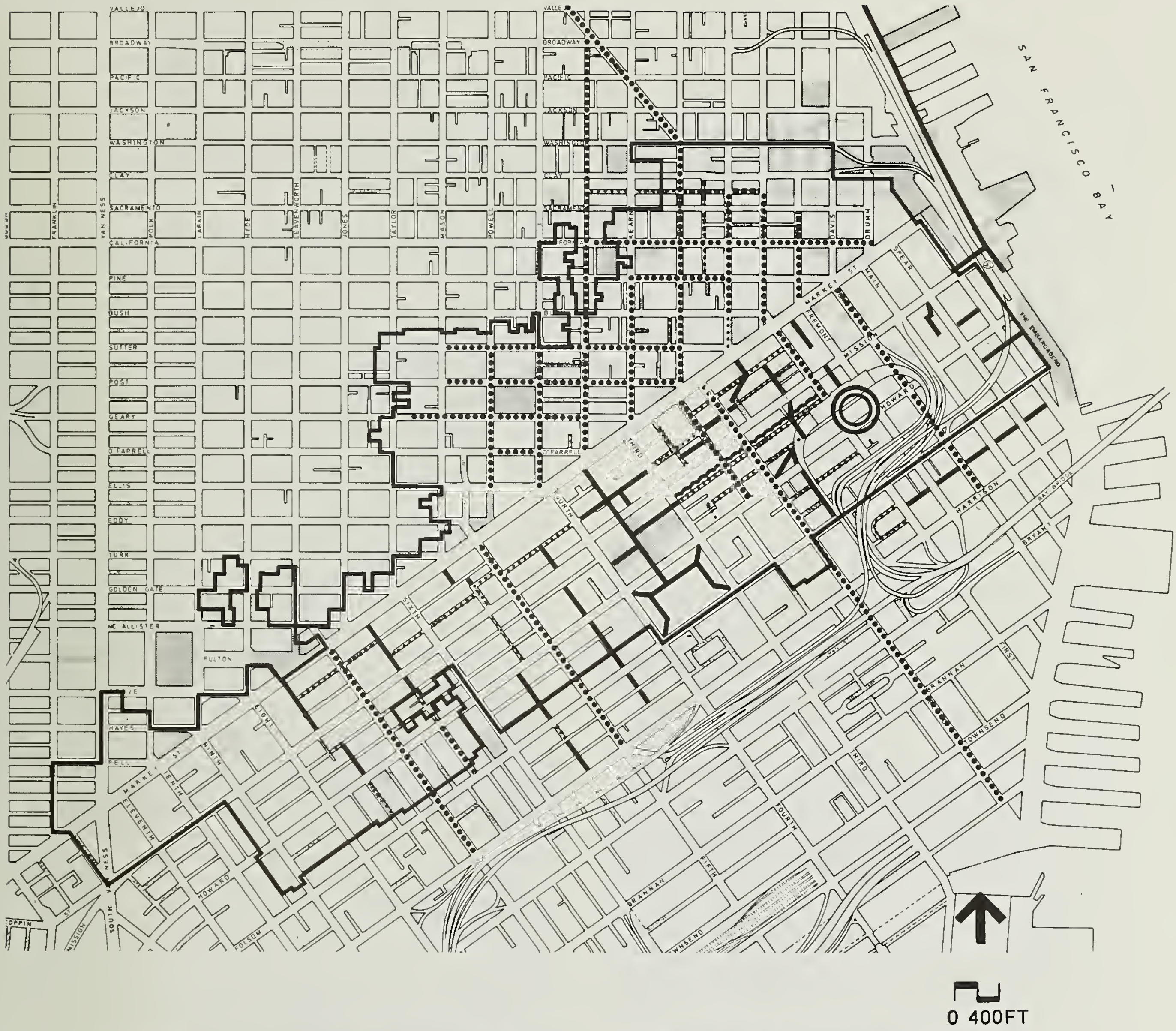
Where streets are designed for high volumes or relatively fast movement of vehicles, adequate provision should be made for safe and convenient pedestrian crossings. This is especially important where large numbers of pedestrians cross the street. These streets should have adequately-timed lights at intersections to allow safe crossings. Where large pedestrian volumes so warrant, similar provisions would be installed at midblock crosswalks. In locations where large numbers of vehicles and pedestrians coincide, grade separations might be necessary.

Where large numbers of pedestrians cross the roadway outside the intersection or midblock crosswalk, the location of the crosswalk should be realigned to coincide with the desire line, or steps taken to prevent the pattern of jaywalking.

POLICY 4

Create a pedestrian network in the downtown core area that includes streets devoted to or primarily oriented to pedestrian use.

Based on major pedestrian destinations and use generators, a pedestrian network should be developed to minimize conflicts between pedestrians and vehicular traffic. Such a network should include closure of streets to private automobiles and/or trucks, at least during those hours when pedestrian volumes and demand are at critical levels. Such a network should also include plazas, arcades, and open spaces required in major new developments. Land uses adjacent to major links in the pedestrian network should be of interest and utility to pedestrians.


VALLEJO
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EIGHTH
NINTH
TENTH
ELEVENTH
SOUTH VAN NESS
MISSION
FOLSOM
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PROPOSED PEDESTRIAN NETWORK: DOWNTOWN DISTRICT

Map 7

.... Pedestrian/ Service Street

▪▪▪▪▪▪▪ Part Time Pedestrian Street

━━━ Exclusive Pedestrian Walkway

•••••• Pedestrian Oriented/ Vehicular Street

▨ Open Space (Existing, Planned, and Proposed)

〰〰 Arcade

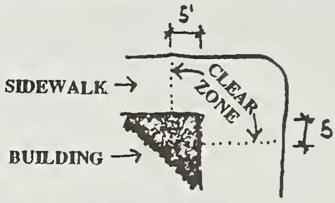
◎ Provide Open Space In The General Vicinity

Figure 5 PEDESTRIAN IMPROVEMENT STANDARDS AND GUIDELINES

To continue to improve and enhance the pedestrian environment, as well as provide sufficient pedestrian movement and standing space, various standards should be used as guidelines in downtown planning and development. They should be incorporated into the review process of proposed downtown developments as well as into plans for street and sidewalk improvements. These standards serve to guarantee the consideration of pedestrian safety and convenience in decisions affecting downtown development. The following presents recommended standards:

1. CLEAR ZONES

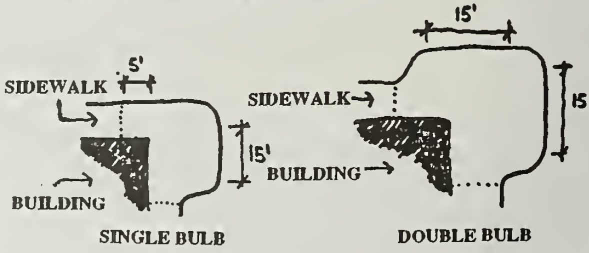
To ease problems of crowding and to create more circulation and holding space for pedestrians at corners, fire-pull boxes, pedestrian information signage, police call boxes, mail boxes, mail storage boxes, newspaper vending machines, and newspaper vendor booths, should be placed outside the immediate corner areas extending from the property lines, ("clear zones"), as shown on the diagram. At critical locations where standing in physical contact with others is unavoidable, queuing can only be sustained for a short period without discomfort, and circulation is severely restricted, the clear zone should be extended five feet back from the property lines and crosswalks should be widened accordingly. Only items essential to vehicular and pedestrian safety and flow should remain within the clear zones. Fire hydrants, street lights and other permanent fixtures not required in the clear zone should be removed to locations outside of the clear zone when repair or replacement of those items is required and as funds become available. Others should be relocated immediately.



2. CORNER "BULBING"

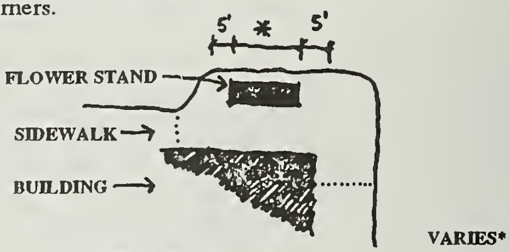
Where requirements for pedestrian reservoir space are acute and space can be obtained from existing parking or through traffic lanes, corner "bulbs" should be created. Corner bulbing serves to reduce pedestrian crossing distance, thus improving safety as well as providing needed pedestrian movement and reservoir space, concurrently allowing for some channelization of vehicular traffic. Typically corner bulbs extend down the face of a block for a minimum of 15 feet between curb tangent lines. At bulbed corners, the clear zone shall include the entire bulb.

Clear zone standards must be upheld on bulbed corners in order not to reduce sight line visibility.



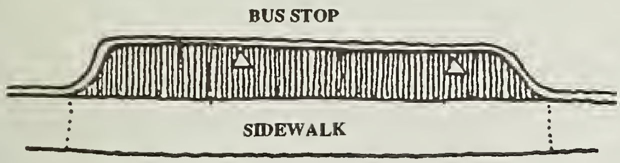
3. FLOWER STANDS

Flower stands are recognized as a unique asset to the urban fabric of San Francisco, and as such are welcomed additions to the streetscape. They add color and rich, varied detail to many corners in the Central Business District (CBD) and are part of the street life of the city that helps give urban streets a pleasant "human face". Unfortunately, placement of flower vending stalls often constricts or interrupts pedestrian flow. To avoid this problem, flower stalls should be relocated, when possible, to corner bulbs or to areas where sidewalks have been widened. Where flower stands have been relocated, the size of the corner bulb shall be adjusted to accommodate the stand. These stands are the only nonessential furniture allowed in the clear zones and they shall be located five feet back from the property lines at the corners.



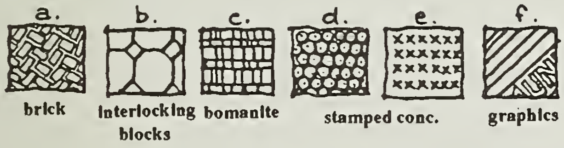
4. MUNI PATRON AREAS

Where possible, sidewalk widths should be increased without sacrificing vehicular traffic movement. Particularly where MUNI stops occur, an effort should be made to provide extra, sheltered reservoir space for MUNI patron queuing, distinct from normal pedestrian flow. Limited bulbing should be used for this specific purpose. To further distinguish MUNI patron areas from pedestrian flow corridors, MUNI patron areas should be uniformly paved with brick or other special paving materials such as Bomanite, interlocking concrete paving blocks, colored concrete, stamped concrete, or graphically painted areas. Materials that are attractive yet relatively maintenance-free are suggested. Uniform paving and landscaping for all MUNI stops should be provided to make stops readily identifiable by both MUNI patrons and other pedestrians.



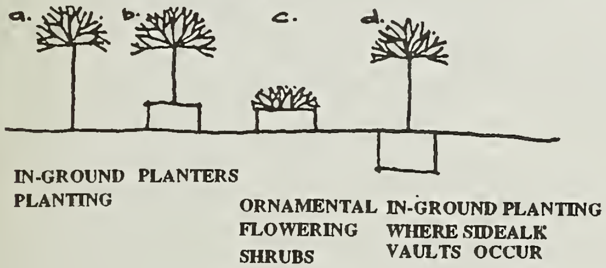
5. PAVING MATERIALS

Decorative pavement materials should be provided where appropriate to enhance the pedestrian environment and delineate the patterns of vehicular traffic from the patterns of pedestrians at intersections. However, in order to efficiently maintain the pavement as well as limit the cost of implementation and maintenance, the number of material types to be used should be kept to a minimum.



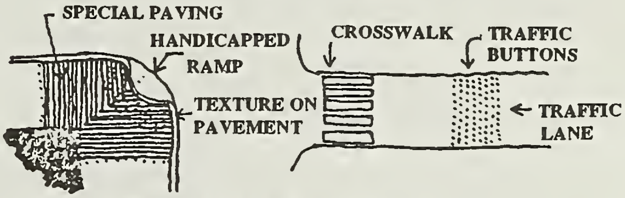
6. TREES AND OTHER PLANTINGS

Where sidewalk vaults and elevators do not exist, trees should be planted in the ground, thus increasing the effective sidewalk width while preserving the qualities of foliated urban streets. Where direct planting and planter reorganization have been impossible or ineffectual, trees should be selectively eliminated from the street. This could be undertaken as a temporary, "stop-gap" solution until redevelopment or funding can be made available for removal of sidewalk vaults or sidewalk widening to permit direct in-ground planting. On sidewalks where trees are removed, flowering ornamental shrubs in small, less obtrusive containers might be located in building recesses or other locations.


a.
b.
c.
d.
IN-GROUND PLANTING
PLANTERS
ORNAMENTAL FLOWERING SHRUBS
IN-GROUND PLANTING WHERE SIDEALK VAULTS OCCUR

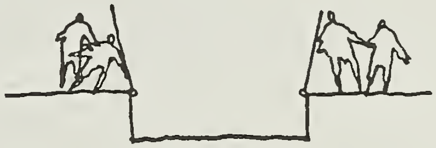
7. SPECIAL PAVING

The use of special paving or special markings in crosswalks identifies the crosswalk as a pedestrian-vehicle interface. Raised pavements at pedestrian crossings, and warning texture such as safety bumps in traffic lanes before crossings and bollards also contribute by alerting both pedestrians and motorists to use caution as they enter these interface areas. Special paving and/or colors at corner clear zones as well as raised textures at MUNI stops and corners are added cautionary devices for all pedestrians, and textures are of special importance to visually impaired pedestrians. Special pavement treatments should not become safety hazards to pedestrians, bicyclists, or motorcyclists when wet and slippery.



8. SIDEWALK ELEVATORS

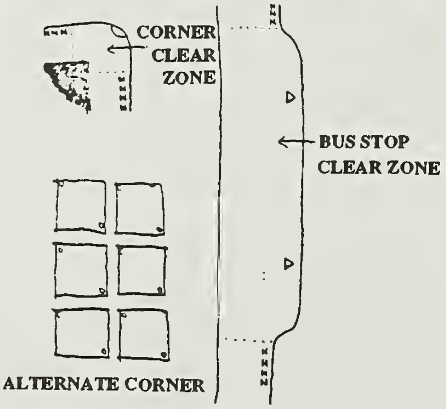
Where sidewalk elevators exist there is unavoidable temporary pedestrian inconvenience. This is an unpleasant reality, but not of critical importance except in areas where elevators are habitually left open, whether in use or not. The drastic reduction in effective sidewalk width is both an impediment to pedestrian flow and an eyesore. It is hoped that increased citation of such offenders will remedy the problem. Future development should follow the Master Plan, which calls for no additional sidewalk elevators in the downtown area. In support of the Master Plan stipulation, this study found that there is less interference to pedestrian flow by carrier unloading and loading across the sidewalk than by carriers unloading using the sidewalk elevators.



9. NEWSPAPER VENDING MACHINES

The proliferation of newspaper vending machines and vendors has become a major impediment to satisfactory pedestrian flow on the sidewalk, standing space along bus stops and at street corners, and access to adjacent properties. As a first step in reducing the adverse effect that these machines have on pedestrian movement, they should be removed from all clear zones and all MUNI stops. Vending machines shall not be permitted over street elevators and they shall not block delivery of goods to elevators, nor shall they restrict loading/unloading of passengers of freight where curbs are marked for that activity. The ideal location of news vending machines is next to a red curb that is not marked for a bus stop. Areas near corners might be set aside for the placement of a few machines, but they should be limited in linear feet so as not to present an impenetrable barrier to pedestrians.

The City should devise a systematic approach to machine placement that would begin to rationalize the space allocated to vending machines, especially in critical pedestrian flow corridors. Newspaper distributors should be encouraged to use multi-unit machines and to place these machines against a building wherever possible, especially when there are niches in the building facade



10. SIDEWALK VAULTS

To reduce the expense and inconvenience of planting trees in the ground (thus allowing planter boxers to be moved from the path of pedestrians), storage space extending under the sidewalk should not be allowed. The Building Code should specify this provision.

11. CONSTRUCTION AISLEWAYS

A minimum width for construction barricade pedestrian aisleways should be maintained and enforced during construction of a building. For adequate two-way pedestrian maneuvering in construction aisles, the width without special approval should be five feet. The absolute minimum width which could be obtained with special permission should be 4.5 feet.

12. TRAFFIC/PEDESTRIAN SIGNALS, DIAGONAL CROSSING SIGNS AND FIRE PULL-BOXES

In numerous locations around the CBD, traffic/pedestrian signals, signs indicating "scramble" system pedestrian crossings and fire pull-boxes are located directly on the corner, well within the clear zones that have been established in this study. Nowhere are these obstructions more in evidence and more detrimental to smooth pedestrian flow than on Montgomery Street. As impediments to pedestrian movement, they are not as easily dealt with as mail boxes, news vending machines and other less permanent items. Nevertheless they are annoying and often dangerous obstacles in the path of peak-hour crowds, and where possible they should be removed or relocated. Signs indicating "scramble" crossings could be immediately remounted on the pedestrian signals themselves and fire pull-boxes could be immediately eliminated entirely. Traffic and pedestrian signals as well as street lights and MUNI power poles that fall within clear zones should be relocated outside of the zone as soon as it is economically feasible and expedient.

POLICY 5

Improve the ambience of the pedestrian environment.

Attractive pavement, trees, containers with seasonal flowers, street lights, colorful banners and awnings should be added to the streets, as well as benches and small sitting areas where people can rest and watch the street life.

PEDESTRIAN NETWORK CLASSIFICATION OF ELEMENTS

Certain streets, alleys, and other rights-of-way in the downtown core area exist where varying degrees of priority should be given to pedestrian use. They have been included in the network on the basis of the following considerations: high pedestrian volumes; existing small scale street spaces; existing pedestrian-oriented features and amenities (e.g. sitting areas, planters); and public acceptance as pedestrian space.

There are four types of pedestrian streets. Their characteristics are as follows:

Exclusive Pedestrian Walkways
(With/Without Cable Cars)

- vehicles prohibited, (emergency vehicles excepted)
- permanent change of use of pubic rights-of-way
- paved-over roadway
- landscape treatment
- street furniture
- food concessions, street vendors permitted

Part-Time Exclusive Pedestrian Streets

- vehicles prohibited at certain hours to free street space for exclusive pedestrian use
- adjacent land uses permitted to expand into the public rights-of-way (e.g. restaurants)
- sidewalk paving and planting where appropriate

Pedestrian/Service Streets

- narrow rights-of-way mainly used as service access, not usually serving through-traffic
- pedestrian treatment in pedestrian areas only, or in those portions of the vehicle right-of-way which are not needed for service

Pedestrian-Oriented Vehicular Streets

Vehicular streets on which design measures to improve mobility and render existing pedestrian space more pleasant and efficient include:

- removal of pedestrian obstructions
- relocation of newspaper vending boxes
- consolidation of signs, stanchions, etc.
- sidewalk widening/intersection bulbing
- transportation management measures to reduce automobile traffic
- special treatment of pedestrian crossing (e.g. brick crosswalks)
- turning restrictions at intersections
- relocation of transit stops
- introduction of clear zones at street corners
- tree planting
- street furniture

SEISMIC SAFETY

OBJECTIVES AND POLICES

OBJECTIVE 23

REDUCE HAZARDS TO LIFE SAFETY AND MINIMIZE PROPERTY DAMAGE AND ECONOMIC DISLOCATION RESULTING FROM FUTURE EARTHQUAKES

POLICY 1

Apply a minimum level of acceptable risk to structures and uses of land based upon the nature of the use, importance of the use to public safety and welfare, and density of occupancy.

All risk cannot be eliminated, and reducing risks to very low levels could result in unbearably high social and economic costs to the community. Appropriate levels of risk must be established for different types of uses and buildings, as well as location of these uses. The risk must include that to both building occupants and to those outside who could be affected by exterior building damage.

POLICY 2

Initiate orderly abatement of hazards from existing buildings and structures, while preserving the architectural design character of important buildings.

Existing hazardous buildings pose a threat to their occupants and passers-by. The downtown area should receive priority for identification and abatement of hazards, due to its high population density. As the occurrence of earthquakes cannot be predicted, buildings with a long life span are more likely to be exposed to a major earthquake than buildings of lesser longevity. Older buildings which are proposed for retention to serve the public interest are more likely to experience such an earthquake than those on sites with a strong potential for development.

Seismic retrofitting of buildings can be very costly. Some form of public assistance may be required to ensure that retention of uses and buildings of special significance, rather than replacement, will occur. The hazards presented by older buildings are often from the architectural design elements — parapets, cornices and other ornamentation — that give them their character. Every effort should be made by the owner of the City to assure the preservation of the architectural design of the structure. This should be accomplished through reinforcing, replacing or redesigning in similar architectural style, those building elements which present a life safety hazard.

POLICY 3

Require geologic or soil engineering site investigation and compensating structural design based on findings for all new structures in special geologic study areas.

Much of the downtown is within a special geologic study area, which includes potential geologic hazards of severe ground shaking, liquefaction and subsidence. Increased concentration of people in this area increases the possibility of injury or loss of life. Increased development in this area should be allowed only if the determination is made that adequate safety, consistent with levels of acceptable risk, can be assured.

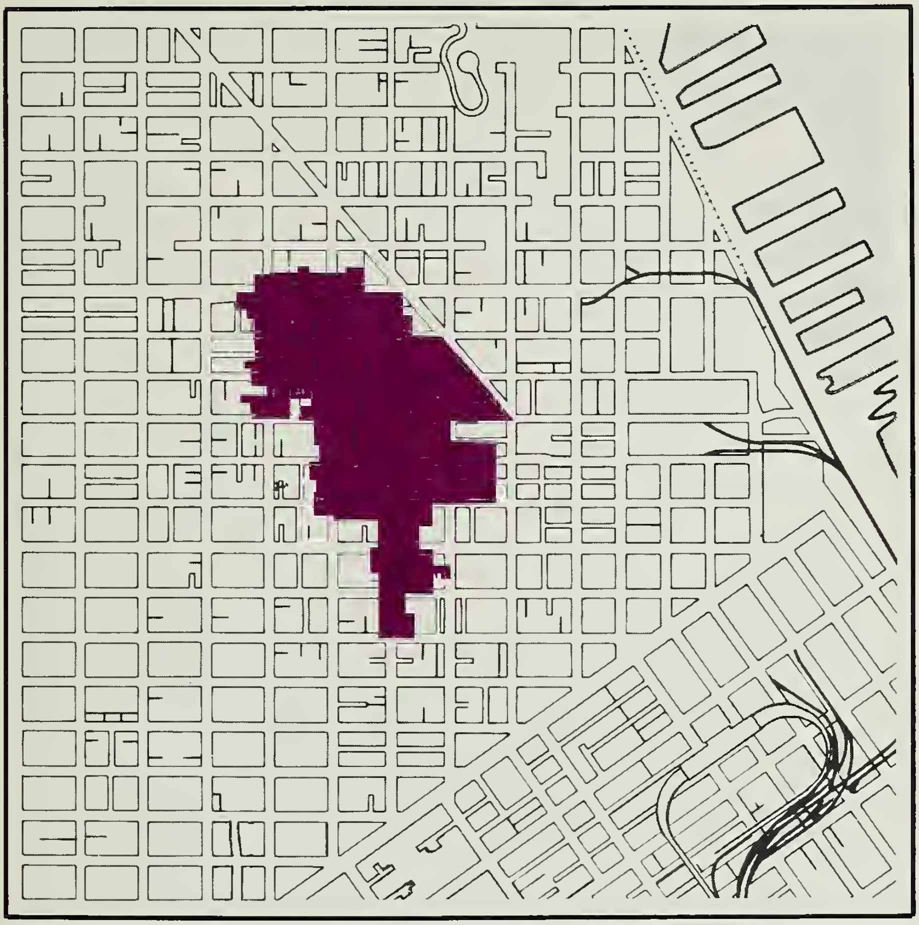
POLICY 4

Review and amend at regular intervals all relevant public codes to incorporate the most current knowledge and highest standards of seismic design, and support seismic research through appropriate actions by all public agencies.

Continued research and analysis of earthquakes and their effects upon buildings, and incorporation of the results of those efforts into code regulating the construction of buildings and structures, is essential to the public safety and welfare. This is particularly important for tall buildings with large concentrations of people. Falling glass and cladding from such buildings are particular concerns. The City's Seismic Hazards Advisory Committee should continue to provide advice to the City on the state-of-the-art in seismic safety.

CHINATOWN

CHINATOWN



CHINATOWN

CHINATOWN

AN AREA PLAN OF THE MASTER PLAN OF
THE CITY AND COUNTY OF SAN FRANCISCO

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CHINATOWN

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THE CITY AND COUNTY OF SAN FRANCISCO

DEPARTMENT OF CITY PLANNING

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SUMMARY OF OBJECTIVES AND POLICIES

PRESERVATION AND CONSERVATION

OBJECTIVE 1

PRESERVE THE DISTINCTIVE URBAN CHARACTER, PHYSICAL ENVIRONMENT AND CULTURAL HERITAGE OF CHINATOWN.

POLICY 1

Maintain the low rise scale of Chinatown's buildings.

POLICY 2

Promote a building form that harmonizes with the scale of existing buildings and width of Chinatown's streets.

POLICY 3

Retain Chinatown's sunny, wind-free environment.

POLICY 4

Protect the historic and aesthetic resources of Chinatown.

MIXED USE

OBJECTIVE 2

RETAIN AND REINFORCE CHINATOWN'S MUTUALLY SUPPORTIVE FUNCTIONS AS NEIGHBORHOOD, CAPITAL CITY AND VISITOR ATTRACTION.

POLICY 1

Define mixed use subdistricts based on the predominant type of ground level use.

POLICY 2

Base zoning on the generalized land use and density map below.

HOUSING AND OPEN SPACE

OBJECTIVE 3

STABILIZE AND WHERE POSSIBLE INCREASE THE SUPPLY OF HOUSING.

POLICY 1

Conserve existing housing.

POLICY 2

Increase the supply of housing.

POLICY 3

Seismically upgrade unreinforced masonry buildings without imposing undue financial burdens or permanent displacement of residents.

OBJECTIVE 4

PRESERVE THE URBAN ROLE OF CHINATOWN AS A RESIDENTIAL NEIGHBORHOOD.

POLICY 1

Protect and enhance neighborhood serving character of commercial uses in predominantly residential areas.

POLICY 2

Control proliferation of uses that tend to crowd out the needed neighborhood services.

POLICY 3

Guide the location of tourist oriented uses away from predominantly residential neighborhood commercial areas.

POLICY 4

Expand open space opportunities.

TOURISM

OBJECTIVE 5

RETAIN AND ENHANCE CHINATOWN'S ROLE AS A VISITOR ATTRACTION.

POLICY 1

Maintain Grant Avenue as the traditional specialty retailing area.

COMMERCE

OBJECTIVE 6

Retain Chinatown's role as a capital city

POLICY 1

Provide incentives for location and expansion of institutions and cultural facilities.

POLICY 2

Provide for modest expansion of community business offices related to Capital City role.

TRANSPORTATION

OBJECTIVE 7

MANAGE TRANSPORTATION IMPACTS TO STABILIZE OR REDUCE THE DIFFICULTIES OF WALKING, DRIVING, DELIVERING GOODS, PARKING OR USING TRANSIT IN CHINATOWN.

POLICY 1

Implement measures responsive to pedestrian needs such as scramble system intersections, increased duration of walk signals, and limits on auto use in alleys.

POLICY 2

Make MUNI routes more reflective of and responsive to Chinatown ridership, including bilingual signage, schedules, maps.

POLICY 3

Improve and increase parking enforcement; use enforcement and rate structures to encourage short term parking; operate meters seven days a week.

POLICY 4

Increase public parking opportunities; set rates to discourage long term parking.

POLICY 5

Minimize truck loading/unloading conflicts.

POLICY 6

Implement concentrated commercial loading zones and uniform truck delivery schedules.

CHINATOWN

INTRODUCTION

San Francisco has the oldest and second largest Chinese American community in the United States (New York is first). The Chinese were participants at Portsmouth Square when San Francisco celebrated the admission of California into the Union. The Square was the heart of San Francisco and while the City expanded, the Chinese stayed in the area. For over 100 years, Chinatown has stood in this same location. In no other ethnic community of the City can be found such concentration and continuity of history.

The Plan Area

The area covered by this Plan area includes 30 blocks in whole or in part on the eastern slopes of Nob Hill as well as portions of Russian Hill. The financial district lies to the east of Chinatown and just south is the Union Square retail area. Grant Avenue, Stockton Street and the hill side blocks that intersect them comprise the core of Chinatown. The district is one to three blocks in width and about ten blocks in length.

Chinatown History

Chinatown contains blocks and streets laid out in the first official mapping of the city. Grant Avenue (called Dupont Street before the earthquake) is actually the oldest street in the City. The original activities in the area, especially around Portsmouth Square were maritime — handling the imported goods and supplying food, drink and entertainment to travelers.

The impetus for Chinese migration to San Francisco by young men of the Canton region of China (a major port) during and after the Gold Rush involved both political conditions in China and mining and railroad building activities in California. China's war with Britain over opium (China sought to reduce its trade) had forced opening of certain Chinese ports including Canton. Internal conditions and upheaval motivated many young men to seek to earn money outside China, with an intent to help their families and to eventually return.

The earliest center of Chinese business in San Francisco was along Sacramento Street (1853-63). San Francisco was also a staging area during the next decade for the many Chinese engaged in mining and railroad building in rural parts of California. During the American Civil War, the Chinese participated in emerging light industries in California — shoe, cigar and garment factories. In San Francisco most Chinese businesses sold Chinese merchandise — dry goods, food and medicines or provided services. As the Chinese population grew, the Chinatown business area grew too.

Labor unrest and hostility to Chinese workers built up after the Civil War. It was largely caused by unemployment from the slow down of the war time economy and the depletion of the gold mines. Anti-Chinese legislation was further stimulated by some bigoted politicians. Chinese workmen and businesses were harassed. Federal laws (Exclusion Acts) were passed to limit further migration from China. Local laws were passed that restricted Chinese businesses. Even a ghetto ordinance was once briefly in effect in San Francisco.

Strong organizations of mutual support, including consolidation of several associations (Consolidated Benevolent Association or "Chinese Six Companies") were formed to provide aid, mediate disputes and to protest anti-Chinese legislation. The restrictions on Chinese businesses and the ghetto ordinance were eventually found unconstitutional. Family and District Associations still form a very important part of the Chinatown community and own and occupy a number of buildings containing businesses, lodging and meeting space.

After the Civil War to 1900, Chinatown may have actually had a larger population than lives in the same area now. It was a male enclave. By 1890, the Census indicated that the total Chinese population in California was 72,472 and 96% male. By 1900, this population has reportedly dropped to 45,753 and did not increase to over 40,000 statewide again until 1950. San Francisco's Chinatown sheltered a majority of this population.

Chinatown After the 1906 Earthquake

When the original Chinatown was destroyed in the 1906 earthquake, it was quickly rebuilt in the same location on the south slope of lower Nob (short for "Nabob") Hill. Anti-Chinese political pressure was also felt in this rebuilding process. A civic committee recommended that Chinatown instead be relocated to the then distant Bayshore edge of the City.

Under the leadership of the merchant, Look Tin Eli, some of the rebuilding was consciously geared to the visible identification of Chinatown as Chinese. Use of lively red, green and yellow colors, balconies with Chinese motifs, roof details, pagoda style towers at the Grant and California intersection were meant to attract shoppers to Chinese art goods bazaars and restaurants. Look Tin Eli's plan was to create "veritable fairy palaces filled with choicest treasures of the Orient". Perhaps the popularity of a Chinese Pavilion in the Midwinter Exposition in Golden Gate Park several years before served as an inspiration.

Housing in pre-World War II Chinatown still reflected the mostly male population. Chinese men, by now aging, lived in small dormitory or hotel- type rooms.

The Residents of Chinatown Today

Chinatown's population began to change in the late 1960's with the liberalization of immigration laws. Migration from Hong Kong and other areas of Chinese population in Asia brought about a large increase in Chinatown's population, creating a shortage of affordable housing. The new population brought new vitality to the neighborhood and enlarged the market for Asian goods. Concurrently, Chinese residents from Chinatown began to move into other neighborhoods of San Francisco, notably the Richmond and Sunset districts. Although many Chinese left Chinatown, they continue to shop there and to maintain a strong level of contact with the religious, social and political institutions.

The plan area resident population in 1980 was estimated at 10,000, virtually all of whom are Chinese. The arrival of young families since that time has probably increased the population. The study area is part of 13 adjacent census tracts in the northeastern part of the city whose total 29,000 Chinese residents represent approximately a third of the total Chinese population in the City. In 1979, the median household income of the plan area population was about $10,100, half of the median income in San Francisco at that time. The social and economic characteristics of Chinatown lead to concern about the standard of living space for the largely elderly or immigrant population, and the sustainability of resources including shopping and social agencies to continue to serve this population.

OBJECTIVES AND POLICIES

PRESERVATION AND CONSERVATION

OBJECTIVE 1

PRESERVE THE DISTINCTIVE URBAN CHARACTER, PHYSICAL ENVIRONMENT AND CULTURAL HERITAGE OF CHINATOWN.

POLICY 1

Maintain the low-rise scale of Chinatown's buildings.

Although adjacent to Downtown, Chinatown is not the appropriate setting for tall buildings. Seventy five percent of the structures in Chinatown are three stories or less in height. Height districts in the Planning Code should be based on the generalized height plan below. Requiring setbacks for new buildings above three stories will help achieve a complementary scale.

POLICY 2

Promote a building form that harmonizes with the scale of existing buildings and width of Chinatown's streets.

The Chinatown area is primarily composed of small-scaled buildings. Most existing buildings are quite low and due to the pattern of the lots, many are relatively short in depth as well. The typical lot size is only 3,500 square feet. The few large buildings in the area intrude into this fine-scaled texture of development. Further development along these lines would severely damage the appearance of this historic part of the city and would also produce deeply shadowed streets.

Urban design guidelines should be applied to new construction in Chinatown in order to (1) integrate new buildings into the dominant fine scale of development characterized by small varied buildings in a manner that does not create sharp contrasts in scale or significantly alter the texture of the area as viewed from surrounding areas and (2) maintain the unifying rhythm of facade widths and the general scale of street walls as viewed from the streets. Generally, buildings above a height of 40 feet should not exceed a width (measured parallel to the street) of 50 to 75 feet or a maximum diagonal of 100 feet. As buildings approach these dimensions, increasingly stronger measures will be required to minimize the apparent bulk and scale of the project and insure a harmonious fit with the contextual setting. Larger projects may necessitate division of the facade into independent designs, changes of height of several floors and setbacks to achieve the desired relationship.

These design controls have been presented as guidelines rather than rigid rules. This is essential given the wide range of sites and situations in which a project may be proposed. The ultimate development potential in a given property is dependent not only on the zoning and height limit by also on the nature of surrounding development.

POLICY 3

Retain Chinatown's sunny, wind-free environment.

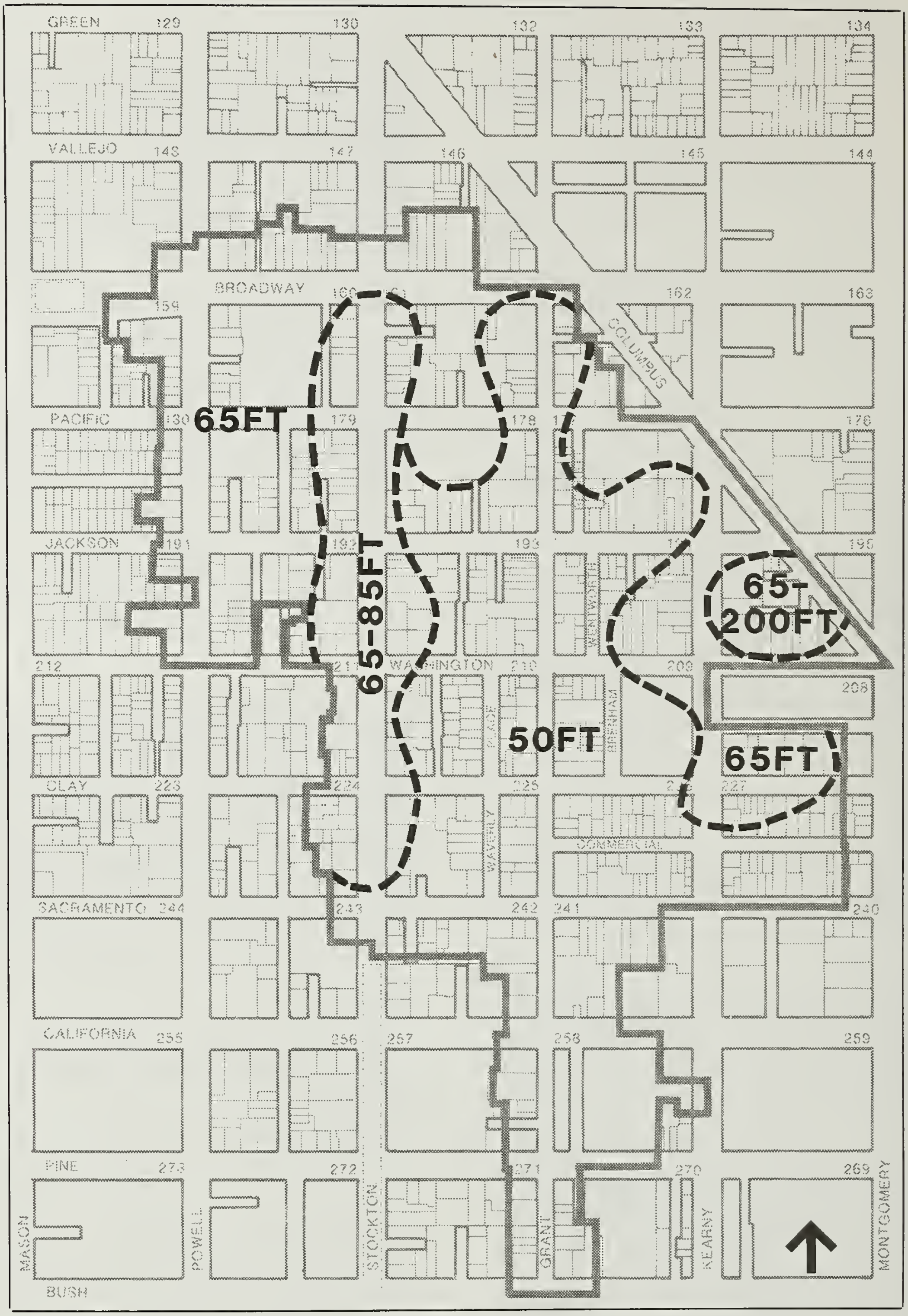
An oldtimers' expression about weather in Chinatown is that "the fog never comes to Chinatown". The sunny and wind-free climate is important to the comfort of residents and visitors because most people walk rather than drive in Chinatown. To achieve and protect as much sun as possible on public sidewalk during midday hours, setback requirements are needed for various streets in Chinatown. Retaining lower height buildings reduces the potential increase of wind currents at street level.

POLICY 4

Protect the historic and aesthetic resources of Chinatown.

Chinatown has been an identifiable part of San Francisco for over a hundred years. Post earthquake Chinatown was built on its original site. In some cases, the original bricks were reused. The area includes over 250 historically and/or architecturally important buildings which date from Chinatown's early post earthquake years and retain their historic integrity. Insensitive alteration and dramatic shifts in scale threaten the character of the area.

Over the years, significant buildings have been demolished and original storefronts have been altered beyond recognition. Appropriate measures should be taken to protect these resources.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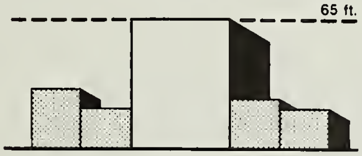
GENERALIZED HEIGHT PLAN **Map 1**

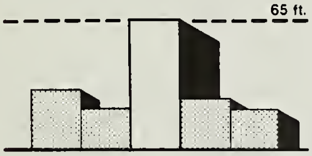
DESIGN CRITERIA FOR BULK AND MASSING

The applicable criteria for evaluating the acceptability of proposed new development are as follows:

- Tall slender buildings with a height to width ratio of 2.5 to 1, and where the width is similar to that of lower neighbors, do not present a problem as the narrow width provides an adequate linkage in itself.

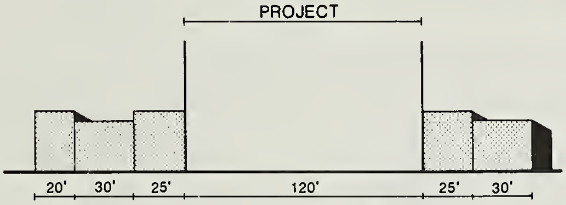


UNACCEPTABLE
This building has nothing in common with its smaller neighbors. It breaks the rhythm of the street and overwhelms the adjacent buildings with its excessive bulk.



ACCEPTABLE
A slender building where the height to width ratio is about 2.5 to 1 shares a similar width with its small neighbors and thus does not intrude in a destructive fashion.

- Projects having more than 50 feet width of street frontage should be divided in architectural treatment to appear as two or more independent buildings. The scale or division should reflect the typical scale of older buildings within the Chinatown area.



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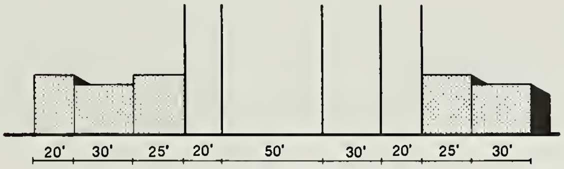
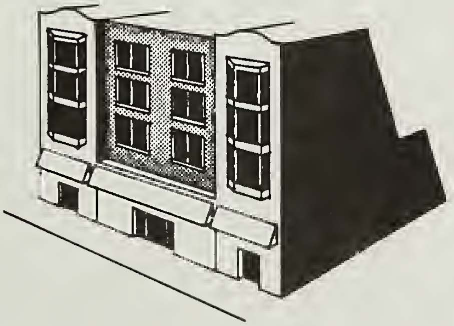
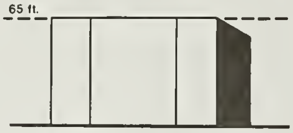


ACCEPTABLE

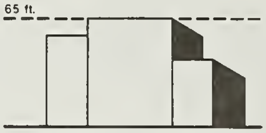
- Flat facade surfaces should be broken up, at least every thirty feet by the projection of bay windows or by a vertical recess.



- The facade divisions of projects with a wide street frontage should be reinforced by matching changes in the height of portions of the building.These changes of height should be large enough to effectively break up the facade mass.



UNACCEPTABLE
The minor extension of the center parapet is not sufficient to break up the mass of the project and effectively differentiate the facades.



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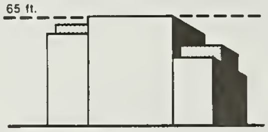
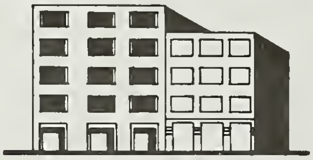


ACCEPTABLE
Additional volume may be recaptured provided it is set back from the street and does not damage the external view

- The effective differentiation of facade requires more than small scale changes in detailing. At the ground level, independent entrances to shops help establish separateness of facades. Proceeding upward, differences in beltcourse design and elevation; window size, proportion and or placement; architectural treatment of the window frames; designs of cornices or parapets can achieve the same purpose. These differences can be further enhanced by use of color and materials.



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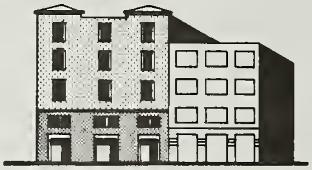
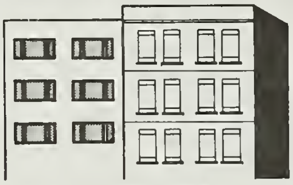


ACCEPTABLE

- Floor to floor heights should not be so low as to prevent the creation of facades that harmonize with the proportions of the dominant architecture of the Chinatown area.



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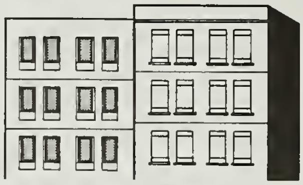
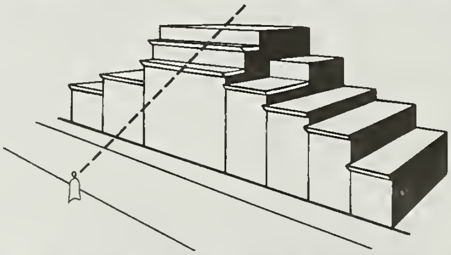


ACCEPTABLE

- Maintaining the continuity of street wall height is important to conserving the comfortable human scale of the streets in Chinatown. Setbacks from the street property line may be required at appropriate elevations to maintain this critical scale giving quality where an extended interruption would be damaging.



- Large heavy building forms should be made to appear more delicate and compatible with the detail of existing building by the addition of fine scale extensions of the building. Exeptions to height limits allow an extended parapet and small open structures to facilitate achievement of this criteria.

- Projects near buildings designated for preservation or otherwise highly rated in architectural surveys must give special consideration to the contextual requirements for these important buildings to remain in a harmonious setting.

- Allow special treatment of corners. Strong corner forms help define the larger space of the intersection and reassert the traditional city pattern. Chinatown in particular is noted for slender corner towers. Height limits, setbacks and limits on horizontal dimensions should not apply to decorative pavilions, pagodas or sculptural features not exceeding 150 squares feet in area. Decorative parapet configurations should be allowed to extend up to 8 feet above the height limits.

MIXED USE

OBJECTIVE 2

RETAIN AND REINFORCE CHINATOWN'S MUTUALLY SUPPORTIVE FUNCTIONS AS NEIGHBORHOOD, CAPITAL CITY AND VISITOR ATTRACTION.

Chinatown has three major roles:

1. A residential neighborhood with 10,000 to 15,000 population, primarily elderly and recent refugee/ immigrant households. It has its own language and newspapers, groceries, fish and meat markets and small shops.
2. Chinatown functions as a capital city and center of civic, religious, political and social service organizations , as well as a specialized shopping center for the larger Chinese population of the Bay Area.
3. Chinatown is a destination for most visitors to the city and many Chinatown restaurant and gift store enterprises have a strong tourist trade.

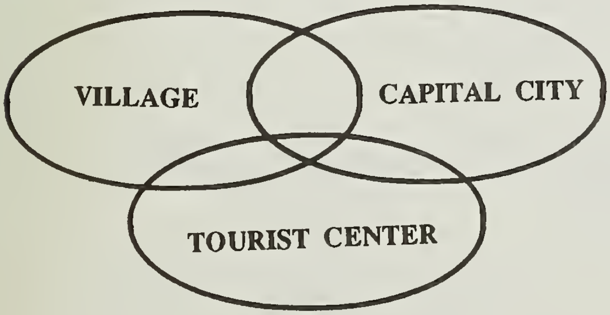
Although the land uses associated with these functions tend to cluster, there is in fact, much overlap and intermixing.

POLICY 1

Define mixed use subdistricts based on the predominant type of ground level use.

POLICY 2

Base zoning on the generalized land use and density map below.



HOUSING AND OPEN SPACE

OBJECTIVE 3

STABILIZE AND WHERE POSSIBLE INCREASE THE SUPPLY OF HOUSING.

POLICY 1

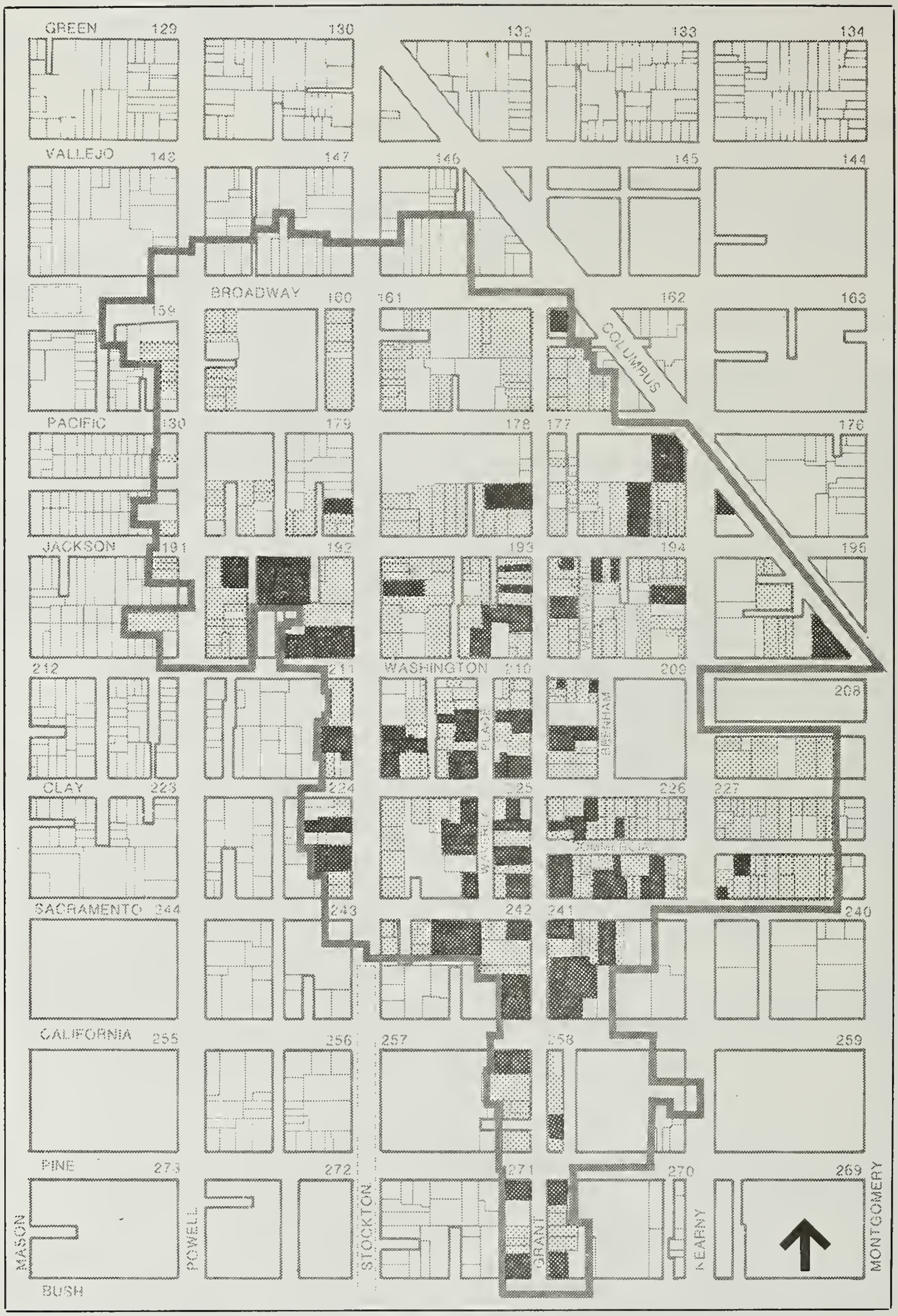
Conserve existing housing.

Chinatown's 6,500 housing units, with their moderate rent are a virtually irreplaceable housing resource. The protection already provided to residential hotel units (two thirds of Chinatown's housing) needs to be extended to apartment units as well. Demolition should be allowed only if that is the only way to protect public safety or for a specific use in which there is a high degree of community need. Low cost housing removed by new development should be replaced on a unit for unit basis and adequate relocation assistance for all displaced persons should be assured.

POLICY 2

Increase the supply of housing.

New zoning controls in Chinatown should insure that a substantial part of new buildings will consist of housing. In selected areas of Chinatown, height incentives related to provision of affordable housing should be provided. New residential development should be linked to new commercial development. While market rate housing may have standard parking requirements, other forms of housing in Chinatown may not need as much parking.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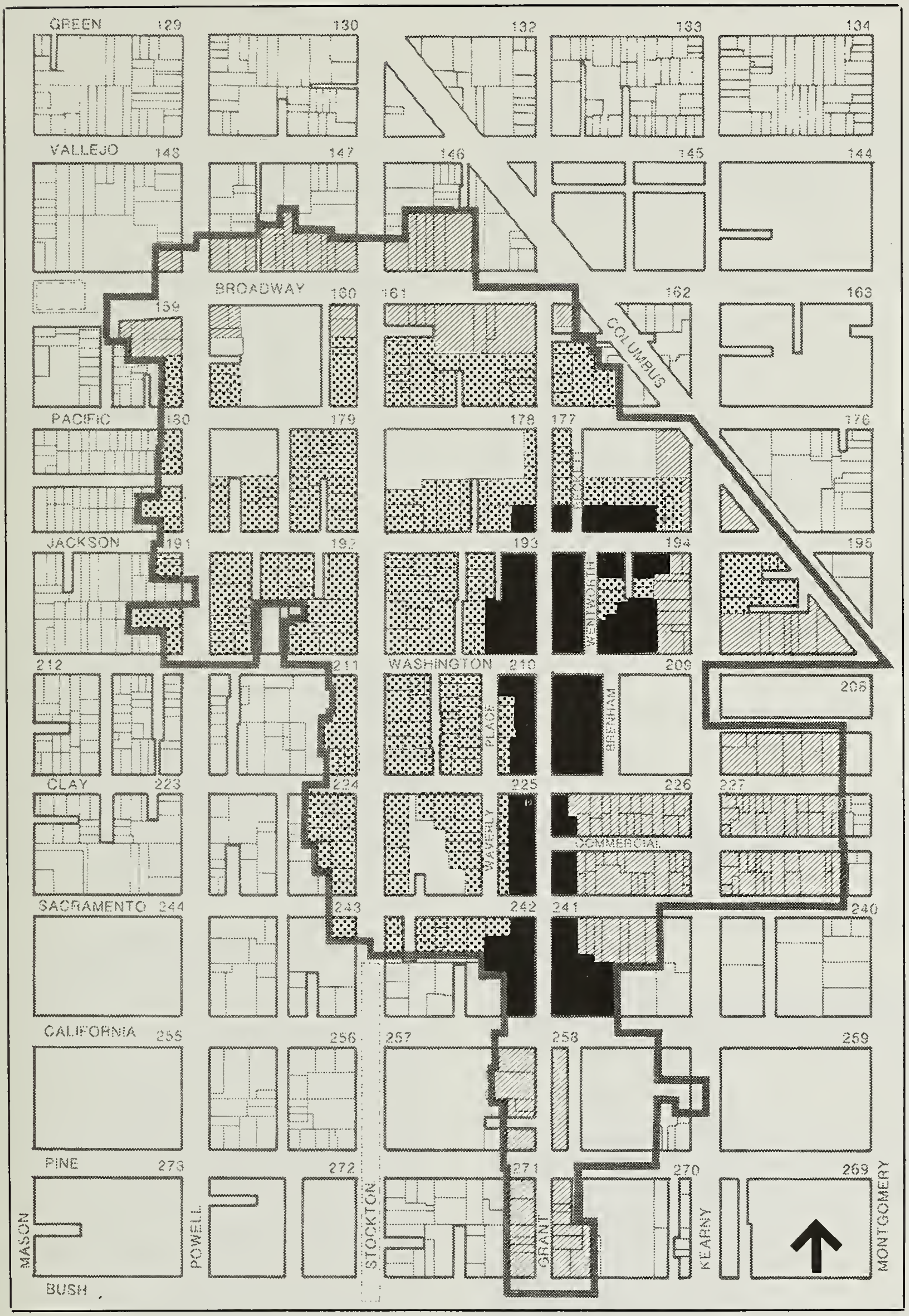
ARCHITECTURAL RATINGS OF STRUCTURES

■ Significant

▒ Compatible

Map 2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KEARNY
MONTGOMERY
BUSH

CHINATOWN LAND USE AND DENSITY PLAN

Map 3

	PREDOMINANT COMMERCIAL USE TYPE	BUILDING COMMERCIAL INTENSITY DENSITY	APPROPRIATE ZONING DISTRICT
░	Chinatown Residential Neighborhood Commercial	FAR 1.0 : 1	CRNC
▨	Chinatown Community Business	2.8 : 1	CCB
■	Chinatown Visitor Retail	2.0 : 1	CVR

POLICY 3

Seismically upgrade unreinforced masonry buildings without imposing undue financial burdens or permanent displacement of residents.

Approximately half of Chinatown's buildings are unreinforced masonry. Many of these buildings should be retained because of their historical and architectural importance. The cost of full seismic upgrade is considerable and would cause displacement of tenants, but some safety measures allowing safe exodus are less costly. The City is investigating the feasibility of encouraging such safety measures as additional bracing and tying of floors. Such measures provide a substantial amount of protection and can be done at lower cost than a full upgrade. If work is done on an older building with low income tenants in an historic district, as much as 60% of the cost can be taken as federal income tax credits under the 1986 tax law.

OBJECTIVE 4

PRESERVE THE URBAN ROLE OF CHINATOWN AS A RESIDENTIAL NEIGHBORHOOD.

POLICY 1

Protect and enhance neighborhood serving character of commercial uses in predominantly residential areas.

Most such uses occur in small stores and shops, so the regulation of size and the street frontage can protect existing smaller enterprises from displacement by larger operations and can help maintain diversity.

POLICY 2

Control proliferation of uses that tend to crowd out the needed neighborhood services.

Such uses as financial institutions, conventional fast food vendors and jewelry stores tend to displace smaller retail spaces and neighborhood shops and need to be limited or subject to discretionary approval.

POLICY 3

Guide the location of tourist oriented uses away from predominantly residential neighborhood commercial areas.

Such uses as large restaurants and gift stores do not belong in residential neighborhood commercial areas because they do not primarily serve the local residents. Furthermore, the neighborhood economy is vital for the tourist industry itself. Tourists come to Chinatown not only to shop and eat, but to see a thriving Chinese community with small businesses and institutions that cater to residents. These uses should not be crowded out by tourist-oriented uses.

POLICY 4

Expand open space opportunities.

Chinatown has long been designated as a high-need neighborhood and has been granted acquisition funds for a new park in the Prop. J Open Space acquisition program. Chinatown has been the only designated high-need neighborhood which as of 1987 had not yet received a new park. Site acquisition in such a densely built-up area containing so much residential population has been extremely difficult, but the City is proceeding to acquire a site on Powell Street.

Both conventional and innovative means of assembling open space should be explored. In addition to the much needed new park, Chinatown has opportunities to use and develop alternative forms of open space including, school yards, alleyways and sidewalks. Air rights on existing publicly-owned property such as Ping Yuen housing complexes should be used for additional open space. Finally, existing resources should be used in ways that enable more people to benefit from high quality outdoor areas.

The following specific measures should be pursued:

- Aggressively continue to implement the alleyway improvement program.
- Improve existing school yards and provide for their use during non- school hours.
- Maximize use of existing public recreation facilities through better maintenance and revamping and redesign where appropriate.

TOURISM

OBJECTIVE 5

RETAIN AND ENHANCE CHINATOWN'S ROLE AS A VISITOR ATTRACTION.

The San Francisco Convention and Tourist Bureau reports that of the two to three million visitors to San Francisco each year, at least three out of four visit Chinatown. During peak visitor days, visitors may outnumber local residents. An estimated one third of the estimated 20,000 jobs in Chinatown are related to visitors and therefore its tourist role is important to the neighborhood.

POLICY 1

Maintain Grant Avenue as the traditional specialty retailing area.

Grant Avenue is a specialty shopping street with a concentration of Chinese style architectural detailing that contributes to the City's visual diversity. Many of the tourist-oriented restaurants and gift shops are concentrated here. The street's present character, use and scale should be retained while allowing a modest potential for future economic expansion.

COMMERCE

OBJECTIVE 6

RETAIN CHINATOWN'S ROLE AS A CAPITAL CITY

Chinatown functions as a capital city and center of civic, religious and political organization, as well as a specialized shopping area for the larger Chinese population of the Bay Area. There are about 200,000 Chinese in the Bay Area and about 2/3 of this population lives in San Francisco.

POLICY 1

Provide incentives for location and expansion of institutions and cultural facilities.

Institutional land use including space for social agencies comprises a significant share of all floor area in Chinatown. Family and District Associations whose roots go back to the first settlement of Chinatown are important agencies in the provision of various support service to their members. There are approximately 140 family and district association in the planning area. There are also a number of health and social service agencies. Public and private health, educational and welfare agencies which provide support services to Chinatown residents should not have to compete with commercial uses for activity space. Limits on commercial floor area should not apply to institutional land uses.

POLICY 2

Provide for modest expansion of community business offices related to Capital City role.

Kearny Street and vicinity have more potential for added office development than other parts of Chinatown. Changes should be carefully managed, however, to avoid excessive new development.

TRANSPORTATION

OBJECTIVE 7

MANAGE TRANSPORTATION IMPACTS TO STABILIZE OR REDUCE THE DIFFICULTIES OF WALKING, DRIVING, DELIVERING GOODS, PARKING OR USING TRANSIT IN CHINATOWN.

Chinatown is characterized by high pedestrian volumes and intensive use of public transportation. During peak shopping times, the sidewalks, especially along Stock-

ton Street and Grant Avenue, fill with throngs of visitors and residents. At these times, buses may move at the same speed or even more slowly than pedestrians.

Pedestrian space needs to be maximized where possible. Chinatown residents, 75% of whom have no cars echo need for more frequent and less crowded bus service and better east-west links. Paratransit is also an important part of the transportation system in Chinatown.

POLICY 1

Implement measures responsive to pedestrian needs such as scramble system intersections, increased duration of walk signals, and limits on auto use in alleys.

POLICY 2

Make MUNI routes more reflective of and responsive to Chinatown ridership, including bilingual signage, schedules, maps.

POLICY 3

Improve and increase parking enforcement; use enforcement and rate structures to encourage short term parking; operate meters seven days a week.

POLICY 4

Increase public parking opportunities; set rates to discourage long-term parking.

Parking is extremely difficult to find in Chinatown. Provision of a new off-street parking facility is a high priority. However, locating such a facility without displacement of residents or businesses is a problem. Other parking solutions include increasing the joint use of existing parking, expansion of metered spaces, increased enforcement to increase the turnover of on-street parking, and increased parking fees.

Since Chinatown is adjacent to the financial district, downtown commute patterns and goods movements are major contributors to congestion. Morning peak traffic often conflicts with local truck loading, particularly for meat and produce. Changes in timing for deliveries could reduce such conflicts.

POLICY 5

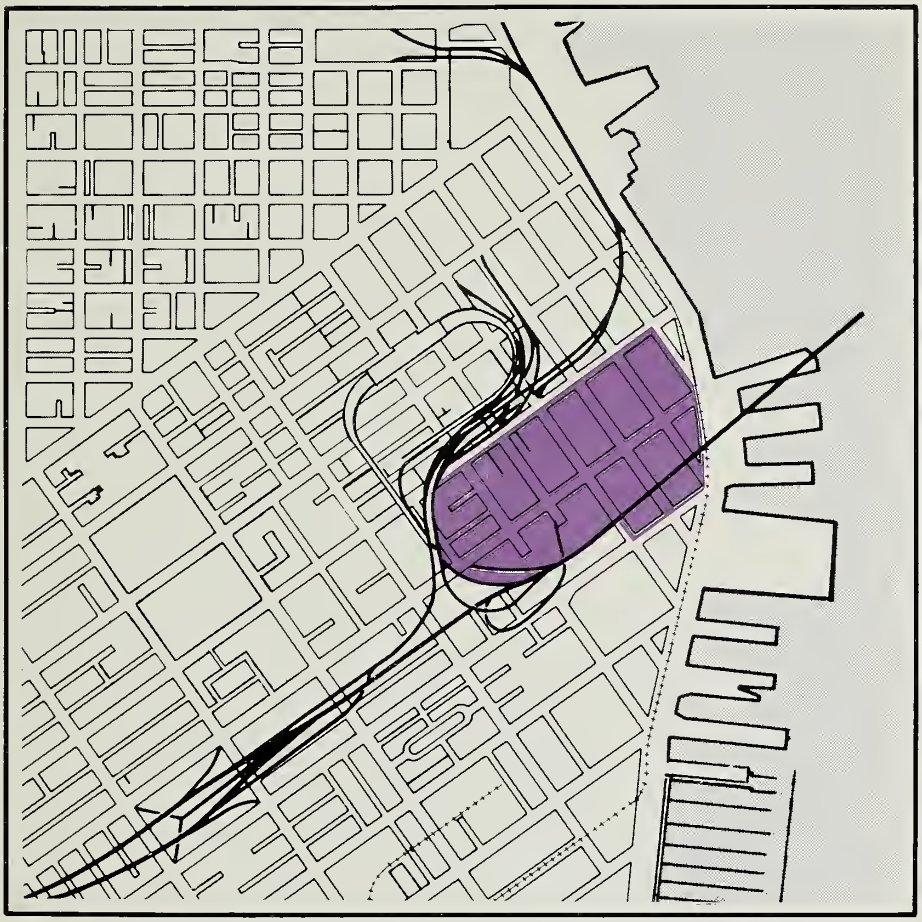
Minimize truck loading/unloading conflicts.

POLICY 6

Implement concentrated commercial loading zones and uniform truck delivery schedules.

RINCON HILL

RINCON HILL



RINCON HILL

RINCON HILL

AN AREA PLAN OF THE MASTER PLAN OF
THE CITY AND COUNTY OF SAN FRANCISCO

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MASTER PLAN

RINCON HILL

AN AREA PLAN OF THE MASTER PLAN OF
THE CITY AND COUNTY OF SAN FRANCISCO

DEPARTMENT OF CITY PLANNING

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RINCON HILL

INTRODUCTION

This is a Plan for the emergence of a new mixed-use neighborhood on Rincon Hill, a twelve-block area close to downtown. This area is highly visible because it is framed by the Bay Bridge and the ramps leading to the Embarcadero Freeway.

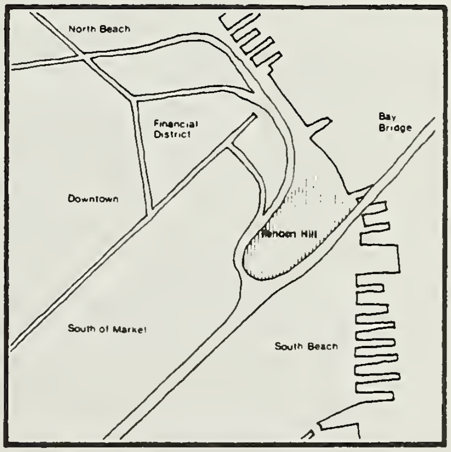
The need for new housing in San Francisco is great. Rincon Hill is a high priority housing site for the following reasons:

1. It is a large area and one in which some highrise buildings would be appropriate. A large number of housing units could be accommodated here. Few locations in the city represent such a major opportunity.

2. The land is presently underutilized. Thus, introduction of major new housing development will not cause disruptive dislocations or harm the physical quality of an existing neighborhood. Accordingly, opposition to new development is significantly less here than elsewhere in the city.

3. Rincon Hill is a five minute walk from the financial district. It has easy access to public transit and will benefit from the Rincon Point-South Beach redevelopment project on the southeastern waterfront, particularly the construction of the Waterfront Promenade along the Embarcadero.

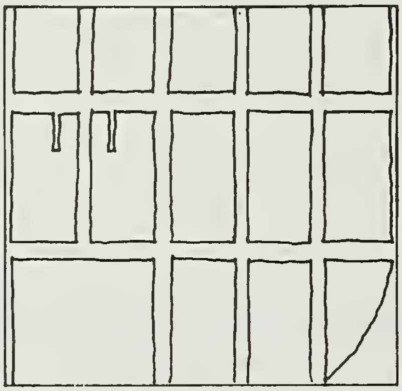
4. Highrise and midrise buildings on Rincon Hill can enjoy some of the best vistas in the city — of downtown, the Bay, and particularly, of the Bay Bridge which looms dramatically over the area. Capturing these potential views is an important element of the Plan.



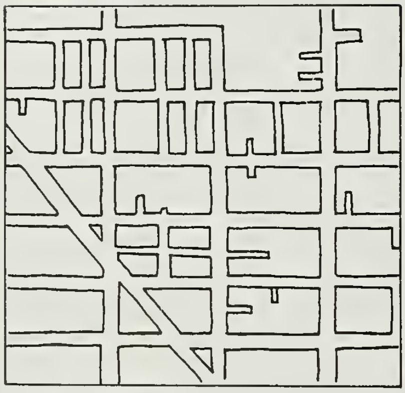
Vicinity Map

Before such new development can occur, however, several distinctly negative features of the Rincon Hill site must be addressed. The Rincon Hill Plan sets forth a process by which presently underutilized industrial land now devoid of all the intimate qualities of neighborhood life, can be transformed into a desirable new place to live in San Francisco.

The existing industrial character of Rincon Hill is reinforced by the geometry of its street grid. When compared to the complex pattern of streets in North Beach, Rincon Hill's streets are quite wide. Creation of a more residentially scaled street pattern on Rincon Hill is a major intent of this Plan.



RINCON HILL GRID



NORTH BEACH GRID

The Rincon Hill Plan incorporates a strategy through which public policy can induce private capital to transform an unattractive and underutilized environment into an urbane, new residential neighborhood. This is a Plan to be acted upon by the infusion of private capital without public acquisition of land. Public investments in the form of adjacent residential and waterfront amenities as part of the South Beach-Rincon Point redevelopment project and potential construction of intercept parking facilities as part of the I-280 reprogramming of highway funding will provide an added stimulus.

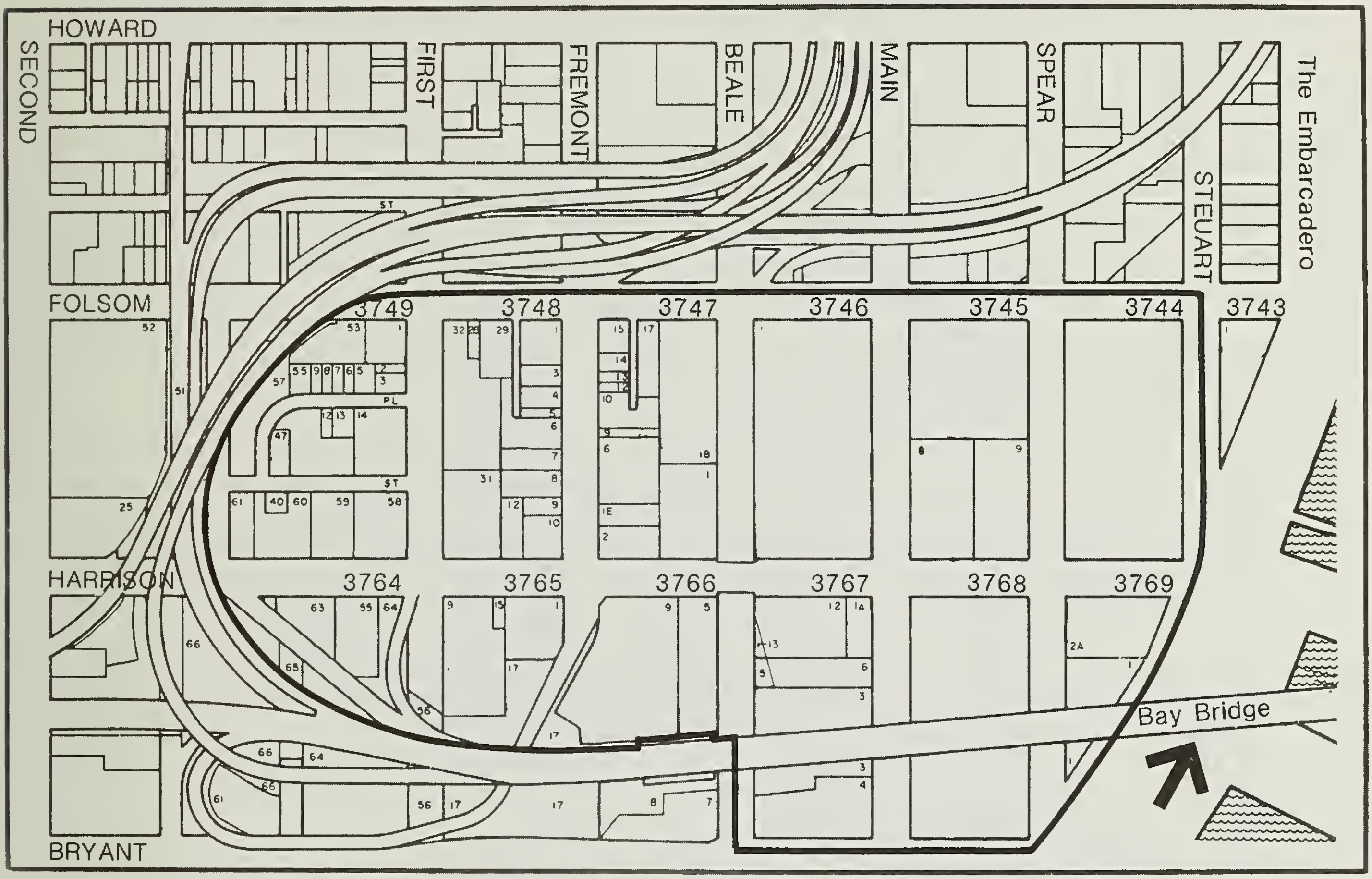
The Plan calls for a balanced system of incentives and controls to induce collective action by individual developers to overcome the obstacles to development presented by the existing conditions. The proposed Mixed-Use District calls for a mutually supportive mix of uses and will encourage private developers to remake important parts of the public infrastructure of the Hill.

As it now stands, Rincon Hill will neither attract nor support housing development. The streets are unattractively wide and barren. There are no places to eat and drink or to shop or walk. Housing will need services, and these services will need both daytime and nighttime patronage.

Therefore, the area is to be zoned for mixed development — offices, recreation, service retail, and housing. Some new office construction is permitted in the district for two reasons — first, to help provide daytime support for the services and stores which new housing will require; and secondly, to provide a buffer between the Bridge and the freeways, and the new housing sites. Office buildings will be relatively low in height to prevent the blocking of views, but will contain large floors appropriate to "back office" uses.

This modest office component of the Plan will help to trigger the growth of housing. There is a demand for office space of this type. These new buildings can help to underwrite the street and sidewalk improvements which are necessary to make Rincon Hill a desirable place to live.

The Plan also calls for some important changes to the street pattern. Main, Beale and Spear Streets are proposed to be reduced in width to establish a more residential scale in the area. The Plan also provides for the creation of an interior circulation and open space system to enhance residential character, and link the top of the hill to the Bay.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ASSESSOR'S BLOCK AND LOT NUMBERS **Map 1**

RINCON HILL: PAST AND PRESENT

RINCON HILL HISTORY

European settlement of San Francisco first occurred in 1769. By the mid 1830s, areas of habitation included the Presidio, Mission and the pueblo of Yerba Buena at Yerba Buena Cove. The first expansion of San Francisco southward into Rincon Hill did not take place until the American Occupation in 1846. A further impetus was the Gold Rush in 1849. Prior to 1846, hunting and picnicking were the main activities on the Hill. With the advent of the American Occupation, however, Rincon Hill became the location of a government military reserve with a battery of 32 lb. cannons.

The influx of gold seekers of 1849 brought forth the development of much of Rincon Hill and the surrounding waterfront. During the mid 1800s Rincon Hill roughly included the area between present day Third, Spear, Folsom and Bryant Streets. The shoreline before 1850 is estimated to have been 300 feet to the east of Rincon Hill. Construction in the area occurred concurrently with the filling of the tide shores beginning in the 1850s and continuing for 30 years.

Due to its sunny climate, views and topography, during the 1850s and 1860s Rincon Hill was particularly attractive as a residential area for the merchant and professional class. Mansions, carriage houses and stables dominated Rincon Hill. Rincon Hill was considered quite fashionable. Families of sea captains and shipping merchants as well as foreign nobility lived on the Hill. The area was said to have had a similar feeling and flavor as such eastern seaboard villages as Nantucket and Martha's Vineyard.

At the same time housing was being constructed, the maritime industry was also developing along the area's waterfront, resulting in the construction of wharves, commercial rows, seafarers services, retail centers and industrial development on and around the Hill.

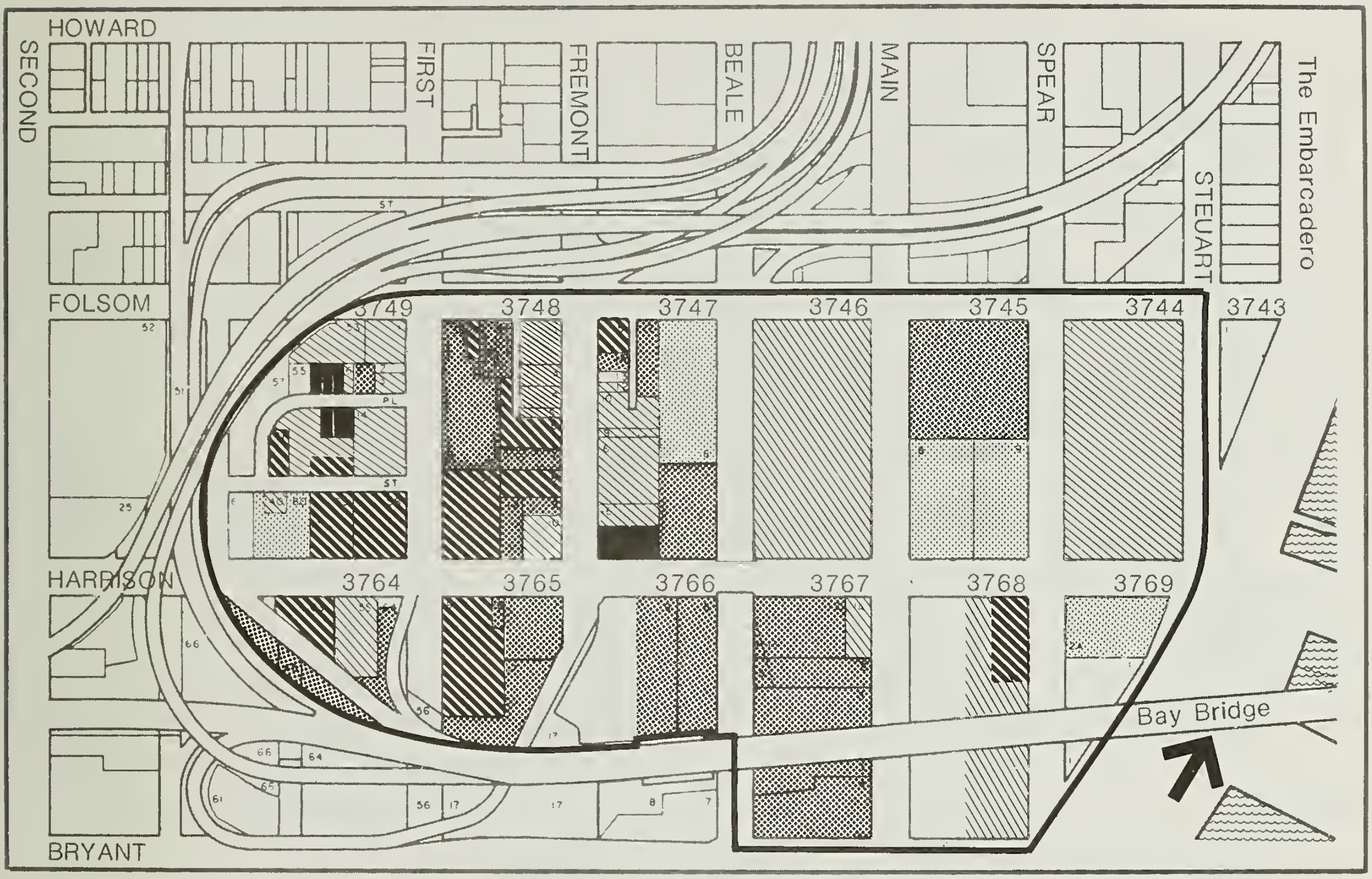
One of the buildings noted as significant of that time was the Sailor's Home, a very early landmark of the area. This building was located on the tip of old Rincon Point between Spear and Main facing Harrison and the Bay. It was built in 1852, first serving San Francisco as the United States Marine Hospital, then as a seamen's home, and finally as a home for the poor. In the 1870s it was a place for the "indigent or sick", and as the turn of the century passed, Captain Jack Shickell recalled, "The old Sailor's Home stood on Rincon Hill, but was run by the City and no longer for the exclusive use of seamen." The 1919 Sanborn Maps indicate that the former Sailor's Home successively became a Cooperative Employment Bureau, a woodyard, and again a home for the poor. Today, Block 3745 is shared by Golden Gate Transit and an empty federal office building.

In 1869, to provide better access to the wharves and industries along Mission Bay, a major street reconstruction, the Second Street Cut, was undertaken by the city. This public works project literally divided Rincon Hill and created raw edges which led to the eclipse of Rincon Hill as a fashionable site for the homes of San Francisco's middle and upper classes. The final blow to Rincon Hill as a residential neighborhood, however, was not to come until the tumult of April 18, 1906.

The 1906 San Francisco earthquake and fire leveled the neighborhood. As the city was reconstructed, new building methods and cable cars enabled people to live in the hills above Market Street and in other parts of the city. After 1906, Rincon Hill was slow to rebuild. The only people who made their homes in Rincon Hill immediately after the earthquake were workers and seamen. Their self-built shacks made of refuse lumber, packing boxes and sheet iron dotted the slopes of Rincon Hill. Authorities debated for years whether the rest of the Hill should be leveled to provide for better access to the docks, warehouses, and industrial sites.

When the San Francisco-Oakland Bay Bridge was completed in 1936, the squatter shacks disappeared. The South of Market area (including Rincon Hill) became an important regional distributing center. Many wholesalers and warehousers took advantage of its location which was close to the port, the rail network and the central district of the Bay Region's largest city and next to a bridge connection with the growing East Bay area.

South of Market (including Rincon Hill) grew in importance as a distribution center until after World War II, when shipping modes went from rail to truck. Breakbulk operations became less important as cargoes were containerized. Competition from Oakland and other ports further reduced San Francisco's ship trade. As transportation-related activities left, vacancies were filled by warehouses, storage, distributors, government services and other uses not as dependent on the port.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Bay Bridge
BRYANT

EXISTING LAND USE MAP

Map 2

░ **Vacant Building**

▨ **Utilities**

▨ **Industrial**

▨ **Commercial**

■ **Residential**

▩ **Parking**

□ **Vacant Lot**

RINCON HILL LAND USE

Rincon Hill contains approximately 55 acres of land. The area is subdivided into over 70 parcels, which are both publicly and privately-owned.

At the time this plan is adopted, industrial buildings and surface parking areas predominate. The brickfaced Hills Brothers Coffee building dominates the lower portion of the Hill. Rising westward up the hill, between Folsom and Harrison are some state and federal office/ warehouse facilities, a formerly federally-owned office warehouse, and a number of paved spaces.

As the hill crests, there are several buildings operated exclusively for seamen, a living remnant of the Hill's history. These include two unions, a union hiring hall, a health and welfare fund office, an outpatient medical clinic and a residence and dining hall providing temporary shelter for seamen. Interspersed are manufacturing, parking, and other office uses. Between First and Essex Streets the area is divided by two smaller streets, Guy Place and Lansing Street. This area contains residences along Guy Place, and a variety of seafaring-related and office uses.

The blocks to the south of Harrison, nesting under the Bay Bridge, contain a mixture of parking, commercial industrial uses, and vacant lots.

OBJECTIVES AND POLICIES FOR NEW DEVELOPMENT AND CONSERVATION

The following objectives and policies apply to all future development in Rincon Hill.

LAND USE

OBJECTIVE 1

TO CREATE A UNIQUE RESIDENTIAL NEIGHBORHOOD CLOSE TO DOWNTOWN WHICH WILL CONTRIBUTE SIGNIFICANTLY TO THE CITY'S HOUSING SUPPLY.

OBJECTIVE 2

TO CREATE SPACE FOR ADDITIONAL USES WHICH WILL PROVIDE NEEDED SERVICES FOR THE RESIDENT POPULATION.

OBJECTIVE 3

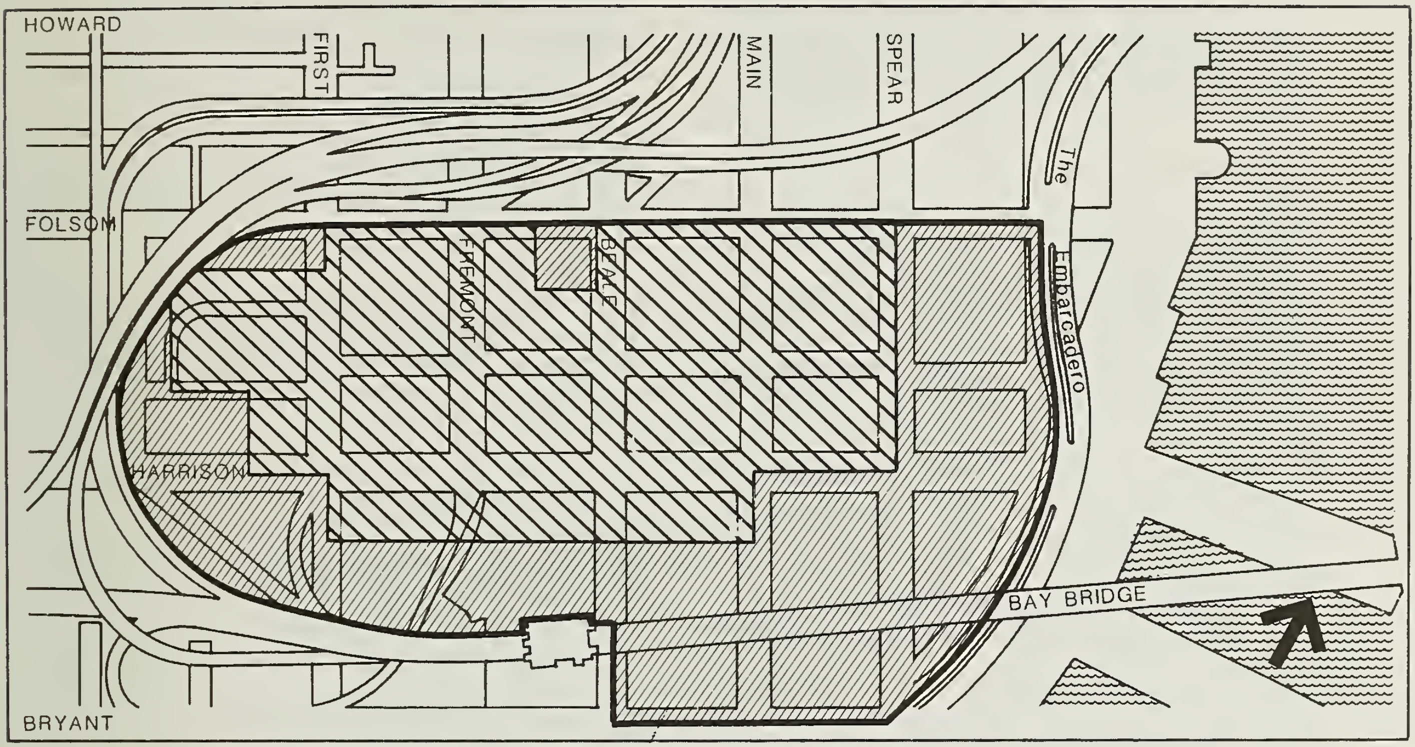
TO ALLOW EXISTING INDUSTRIAL, SERVICE AND OFFICE USES TO REMAIN AND CREATE NEW SUCH USES IN DESIGNATED LOCATIONS.

POLICIES

Rincon Hill should be divided into two subareas: residential and commercial/industrial. The subarea boundaries are shown on Map 3.

Residential

A limited area at the top of the hill should be designated for development of up to four tall residential buildings. Various bulk and set back rules should be applied to prevent the buildings from becoming too massive and overwhelming the area. Service retail uses at some locations and low-rise row housing along a pedestrian street running southwest to northeast from the top of the hill to the Bay should be provided. A limited amount of commercial use (one square foot for every 6 square feet of residential space) should also be permitted at the base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FOLSOM
FREMONT
BEALE
HARRISON
BAY BRIDGE
BRYANT

LAND USE PLAN **Map 3**

▨ **Residential**

▧ **Commercial/Industrial**

In Block 3766,Lot 5 along Beale Street is situated in a hollow and is a suitable site for a parking facility. The Residential category applies to the northern portion of this lot only at a level equal to or above the elevation of Harrison Street.

of the residential structures to screen the parking and create daytime activity in the area. New development should be required to provide some open space available to the general public.

The area generally east and west of the higher height district should be developed predominantly with mid-rise residential structures.

Commercial/Industrial

This designation should apply to the properties which roughly encircle the residential areas. (See Map 3.) Controls should be essentially those of the existing light industrial (M-1) use district with some lowering of density allowances and parking requirements and imposition of open space requirements.

This area includes a number of older structures which should be retained and adaptively reused. Height, bulk and FAR requirements should be set to encourage infill with new buildings of modest height with large floor areas and simple shapes. Intercept commuter parking facilities could be developed on several sites in this subarea.

Non-Conforming Uses

In the two subareas existing nonconforming uses should be allowed to remain indefinitely, but should be permitted to be changed to uses other than their current use only if such uses are permitted under the provisions of this Plan.

HOUSING

OBJECTIVE 4

TO PROVIDE QUALITY HOUSING IN A PLEASANT ENVIRONMENT THAT HAS ADEQUATE ACCESS TO LIGHT, AIR AND OPEN SPACE.

POLICIES

Creation of the amenities of a pleasant housing environment should be the central feature of new development in the area. The open space plan, the pedestrian street, and the various controls on building form proposed in the plan are intended to provide an attractive neighborhood ambience.

One existing environmental characteristic — noise — requires special attention. Portions of Rincon Hill are quite noisy. Sound levels near the Bridge and freeways exceed State and City land use compatibility standards for housing. These regulatory standards are based on average noise exposure in a 24-hour period. In such a setting, occasional noises such as trucks ascending on-ramps at night, become even more irritating.

To address the problem of high noise levels, noise reduction measures for individual buildings should be established and evaluated through the environmental evaluation process.

There are a variety of ways in which the sound coming from the Bridge and freeways can be mitigated for dwellings. Noise control for interior spaces can be provided through sound-rated windows. Other sound attenuation measures such as deep balconies and solid balcony rails will also be necessary. Bedrooms or whole units can be insulated from noise by solaria which provide not only sound insulation but also usable garden space, and on the south, solar heating. To encourage their use, solaria should be permitted to be counted as required private, usable open space.

OBJECTIVE 5

TO LOWER THE COST OF HOUSING TO MAKE IT MORE AFFORDABLE.

POLICIES

The allowable development envelope should accommodate a large number of units. Maximum design flexibility for unit size should be allowed, permitting the creation of smaller, compact units for smaller households as a means of lowering unit cost.

Developments should combine higher density and smaller unit size with the use of governmental housing finance programs in order to lower unit costs and to make housing more affordable. Tax increment financing or other legal mechanisms might be used so that a portion of the increased taxes from the area could be used to lower housing costs.

Mixed use and flexible parking provisions should be incorporated into zoning controls to provide additional incentives for more affordable housing. Allowing one square foot of commercial for each six square feet of residential use in the Residential Midrise and Highrise areas can help support lower cost units. Parking requirements can be reduced because of the proximity of the area to Downtown and to transit service and the cost savings translated into lower housing costs.

OBJECTIVE 6

TO PRESERVE EXISTING HOUSING UNITS ON GUY PLACE AND LANSING STREET.

POLICIES

The existing residential units on Guy Place and Lansing Street should be retained. These two streets contain examples of the residential character which the Plan seeks to enhance and extend along Pedestrian Streets.

URBAN DESIGN

OBJECTIVE 7

TO ACHIEVE AN AESTHETICALLY PLEASING RESIDENTIAL COMMUNITY.

OBJECTIVE 8

TO CAPITALIZE ON THE UNIQUE QUALITIES OF RINCON HILL, SPECIFICALLY ITS SWEEPING VIEWS OF THE BAY, ITS PROXIMITY TO DOWNTOWN, AND ITS RELATIONSHIP TO THE WATERFRONT AND BAY.

OBJECTIVE 9

TO RESPECT THE NATURAL TOPOGRAPHY OF THE HILL AND FOLLOW THE POLICIES ALREADY ESTABLISHED IN THE URBAN DESIGN ELEMENT WHICH RESTRICT HEIGHT NEAR THE WATER AND ALLOW INCREASED HEIGHT ON THE TOP OF HILLS.

OBJECTIVE 10

TO PRESERVE VIEWS OF THE BAY AND THE BAY BRIDGE WHICH ARE AMONG THE MOST IMPRESSIVE IN THE REGION.

OBJECTIVE 11

TO MAINTAIN VIEW CORRIDORS THROUGH THE AREA BY MEANS OF HEIGHT AND BULK CONTROLS WHICH INSURE CAREFULLY SPACED SLENDER TOWERS RATHER THAN BULKY, MASSIVE BUILDINGS.

OBJECTIVE 12

TO REDUCE THE PRESENT INDUSTRIAL SCALE OF THE STREETS BY CREATING A CIRCULATION NETWORK THROUGH THE INTERIOR BLOCKS, CREATING A STREET SCALE COMPARABLE TO THOSE IN EXISTING RESIDENTIAL AREAS ELSEWHERE IN THE CITY.

OBJECTIVE 13

TO REDUCE THE WIDTHS OF MAIN, SPEAR, AND BEALE STREETS TO CREATE ADDITIONAL DEVELOPABLE AREA AS WELL AS NEW PEDESTRIAN SPACE.

OBJECTIVE 14

TO KEEP WIND SPEEDS AT A COMFORTABLE LEVEL.

OBJECTIVE 15

TO ENCOURAGE A HUMAN SCALE STREETSCAPE WITH ACTIVITIES AND DESIGN FEATURES AT PEDESTRIAN EYE LEVEL.

POLICIES

Height and bulk controls are a primary means of meeting the design objectives. The controls should resolve potentially conflicting needs between creation of views within and from the area and protection of views through the area from other vantage points. Rincon Hill serves as a gateway to the city from the Bay Bridge. Development on the Hill will affect views from the Bridge and the freeways, and views of the Bridge from many places. While protection of these views is necessary, it is the panorama of the Bridge, the Bay and downtown from the Hill that makes it attractive as a housing site. It is not necessary or desirable for the entire Hill to be developed at very high densities or to great height, but there is a need for some special development opportunities to establish Rincon Hill as a residential district.

Accordingly, Rincon Hill should be divided into height districts which follow the design principles applied elsewhere in the city, with lower buildings along the freeways and the waterfront stepping up toward downtown and the hilltops.

Bulk controls should be applied which make the tops of buildings slender, their silhouettes stepped and tapered.

The height and bulk of specific development projects should conform to the following design policies:

- The highest towers should be clustered near the top of hill with heights stepping down as elevation decreases. The overall form should identify the hill as a distinctive geographic feature of the city.
- Heights of towers should be varied to avoid the visual benching created by a number of buildings whose tops are at the same elevation.
- Towers should be sited in a way that avoids excessive screening of downtown views from the bridge and minimizes shadowing of open space. Therefore, distances between towers in the same height district above 105' should not be less than approximately 150 feet.
- Structures near or adjacent to the Bay Bridge should clearly maintain, and where possible reinforce, the physical integrity of the Bridge's main span as seen from a distance.
- Structures approaching the Embarcadero should step down in height so as to acknowledge the meeting of land and water.
- Building forms should minimize the creation of surface winds near the base of buildings.

RECREATION AND OPEN SPACE

OBJECTIVE 16

TO DEVELOP FACILITIES FOR PASSIVE AND ACTIVE RECREATION SERVING RESIDENTS, EMPLOYEES AND VISITORS.

OBJECTIVE 17

TO LINK THE AREA TO THE MAJOR PUBLIC OPEN SPACES AND TO THE WATERFRONT PROMENADE AT THE FOOT OF THE HILL.

OBJECTIVE 18

TO COORDINATE PARKS AND PEDESTRIAN PATHWAYS WITH PROJECTS ENCOMPASSED IN THE NORTHEASTERN WATERFRONT PLAN AND THE SOUTH BEACH - RINCON POINT REDEVELOPMENT PLAN.

OBJECTIVE 19

TO CREATE PUBLICLY ACCESSIBLE SCENIC OVERLOOKS AND VIEWING AREAS.

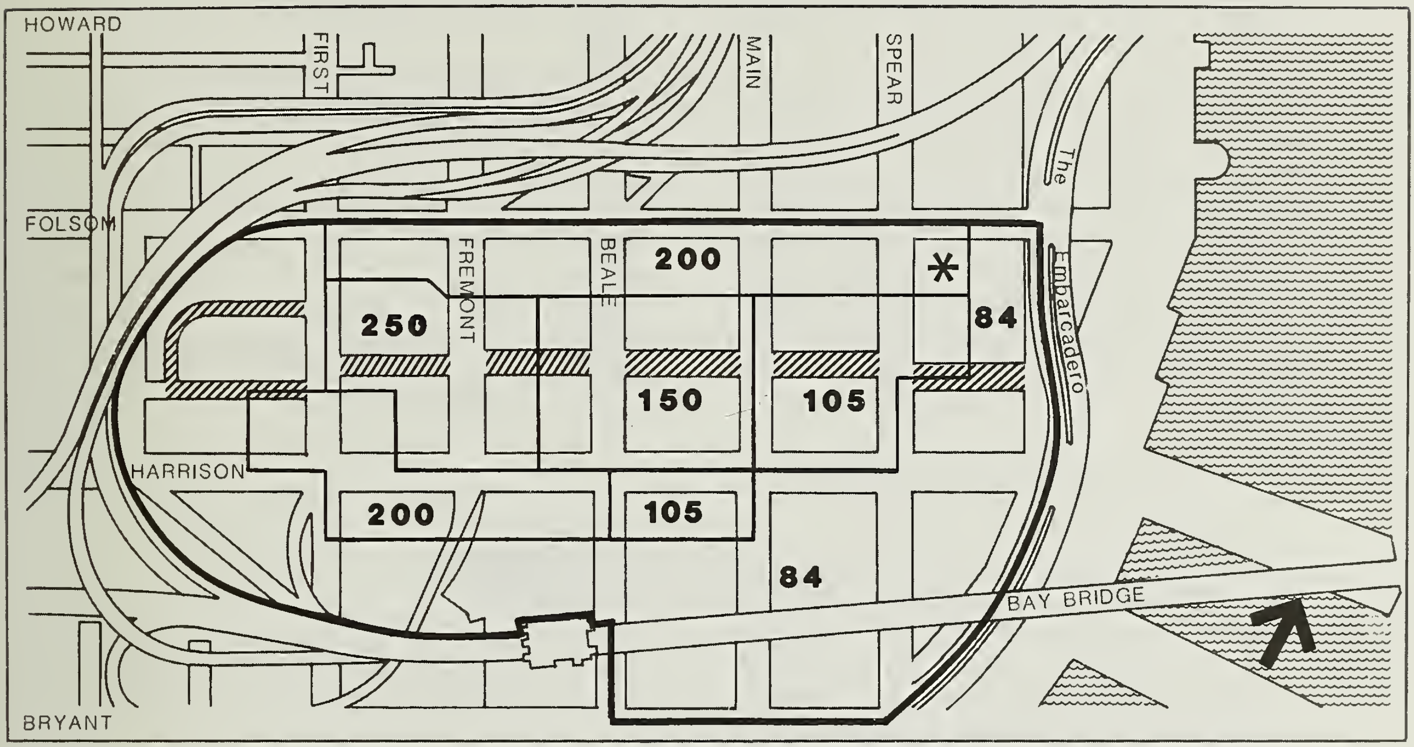
OBJECTIVE 20

TO CREATE AN INVITING AND PLEASANT PEDESTRIAN CORRIDOR TO THE FINANCIAL DISTRICT.

POLICIES

Public Open Space

Each development should provide publicly accessible open space in an amount equal to 20% of the site area. Pedestrian streets, sidewalk widening are encouraged and reservations of open space (by specifying maximum lot coverage) are mandated in the Plan for Blocks 3744-3748. These spaces can count in meeting a portion of each development's public open space requirement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BAY BRIDGE
BRYANT

HEIGHT LIMITS

Map 4

▨ Pedestrian Street (See Map 5, Publicly Accessible Open Space Opportunities)

* Note:

Height on this portion of Block 3744 is subject to further review and analysis of the Hills Brothers project.

provided the areas are publicly accessible and are beautified with lighting, decorative paving, seating and landscaping. In addition to these open spaces on the designated blocks, public open space should be permitted to be provided in a variety of outdoor forms, on ground floor or above, subject to review and approval by the City Planning Commission.

The open spaces should facilitate pedestrian movement as well as provide areas for people to sit and relax. Such spaces may include plazas, garden parks, galleries, and sidewalk arcades on the development parcel. If individual parcels are too small to provide quality public open space through such requirements as pedestrian streets, the public open space requirements should be permitted to be satisfied by joining with other developers to create larger recreational spaces on designated sites within the district, if approved by the Planning Commission.

Map 5 illustrates opportunities for open space. They include the following features and locations:

1. Widening of sidewalks, decorative paving, lighting, seating and trees along Beale, Main and Spear Streets between Harrison and Folsom Streets. The widened portion of the sidewalks may be credited against the open space requirement. The other sidewalk improvements would be required but not counted in meeting the 20% requirement.

2. Widening of sidewalks, decorative paving, lighting, seating and trees along Beale Street north of Rincon Hill to Howard Street, to provide a pleasant walk to and from the Financial District.

3. Creation of publicly accessible open space and a scenic overlook adjoining the Bay Bridge anchorage on Beale Street south of Harrison Street

4. Creation of a wide pedestrian overpass over Fremont Street, linking the residential uses on either side of the street. The overpass could be as wide as 70 feet and developed as open space and could include minor low structures incidental to open space use.

5. Creation of recreation facilities on the roofs of intercept parking garages on Beale and Main Streets should they be constructed.

6. Creation of a pedestrian/open space circulation network through Assessors Blocks 3744-3748.

Private Residential Open Space

In addition to public open space, residential open space should also be provided in relation to a development's residential area at a ratio of one square foot per 13 square feet of residentially occupied space.

Most of the residential open space should be in common areas for the residents of the development; however, up to 40% could be private in that it is for the use only of the residents to which it is attached. Common residential open space may be in the form of inner courts, on-site recreational facilities, roof decks, patios, sun and view terraces or congregate solariums. Some of the public open space should be counted as residential common open space if provided on the ground floor in the form of an urban park, community garden or other open space conducive to residential activity.

CIRCULATION

OBJECTIVE 21

TO CREATE SAFE AND PLEASANT PEDESTRIAN NETWORKS WITHIN THE RINCON HILL AREA, TO DOWNTOWN, AND THE BAY.

OBJECTIVE 22

TO REDUCE WIDTHS OF SELECTED STREETS TO THOSE WHICH MEET CIRCULATION NEEDS AND COMPLEMENT RESIDENTIAL USE.

OBJECTIVE 23

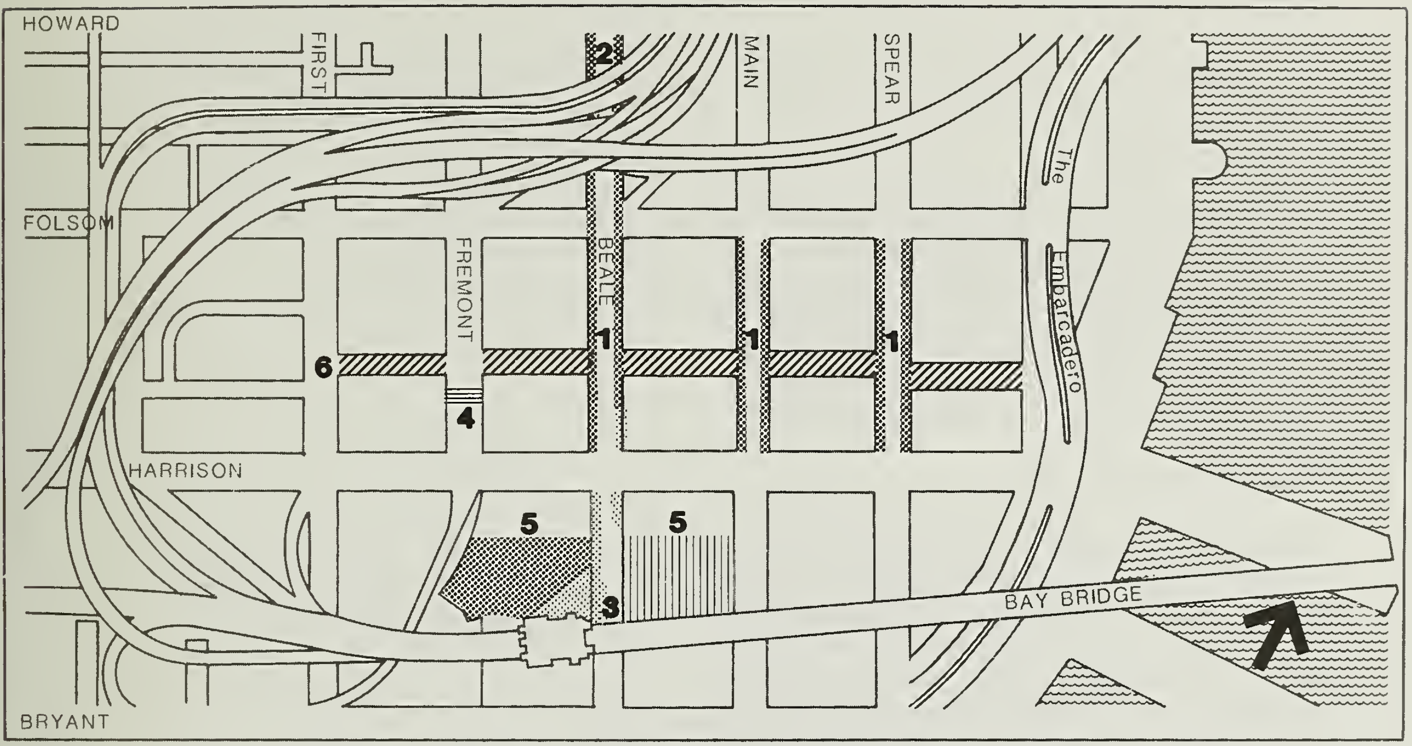
TO IMPROVE TRANSIT SERVICE TO AND FROM RINCON HILL.

OBJECTIVE 24

TO PROVIDE SUFFICIENT OFF STREET PARKING SPACE FOR RESIDENTS.

OBJECTIVE 25

TO ENCOURAGE CREATION OF INTERCEPT AND JOINT USE PARKING STRUCTURES.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PUBLICLY ACCESSIBLE OPEN SPACE OPPORTUNITIES

Map 5

1. **Sidewalk Widening, Street Beautification.**
2. **Sidewalk Widening, Street Beautification, To Create Pedestrian Corridor To Financial District.**
3. **Preserve Open Space Around Bay Bridge Anchorage.**
4. **Creation Of Wide Pedestrian Overpass.**
5. **Recreation Facilities On Rooftops Of Potential Intercept Parking Structures.**
6. **Creation Of A Pedestrian Street Network.**

OBJECTIVE 26

TO REDUCE CONGESTION AT BRIDGE RAMPS BY IMPROVING LOADING PATTERNS.

POLICIES

Vehicular Streets

Main, Beale and Spear Streets have low volumes of traffic and are needlessly wide. Creation of more intimate, residentially-scaled streets will help change the industrial character of the Hill. The darker hatchings on Map 5 represent portions of publicly-owned street right-of-way which could be sold to abutting property owners and incorporated into adjacent development.

Pedestrian Street

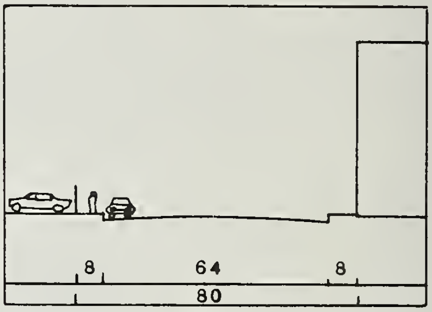
The concept of the pedestrian street is based on the Dutch woonerf, where residential and pedestrian functions clearly predominate over regular provision for traffic. Such a facility provides a meandering streetscape which appeals to pedestrians with special landscaping and street furniture. It is intended to provide vehicular and pedestrian access to residences in the immediate vicinity and to serve as a place where residents can enjoy open space. It may also contain small shops. Over 800 such woonerven have been created in the Netherlands, and the beginnings of such street use patterns exist in parts of San Francisco, as well.

Harrison and Folsom Streets, the Hill's two east-west streets, which are unpleasant for pedestrians will remain as major vehicular traffic corridors regardless of what happens to the Embarcadero Freeway in the future. Therefore, as a key organizing feature of the Rincon Hill Plan, a new east-west circulation system should be created in the middle of the long blocks between Folsom and Harrison Streets. These accessways will establish a domestic scale reminiscent of the city's established residential neighborhoods, and when completed, will provide a pedestrian route from the top of the Hill to the Embarcadero Promenade on the waterfront. In some cases the pedestrian street will also provide limited vehicular access.

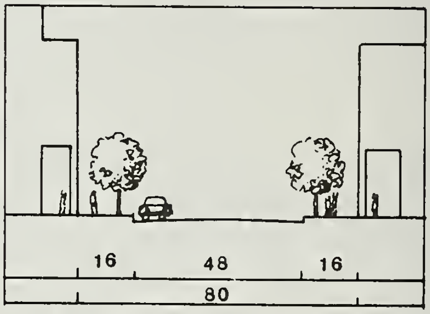
Map 6 shows the approximate location of the pedestrian street. The specific proposals for each segment of the system are as follows:

Assessor's Block 3748: (First, Folsom, Fremont, Harrison) Public access across this block may occur at grade between First and Fremont or may begin at grade at First Street and link to a pedestrian bridge across Fremont Street.

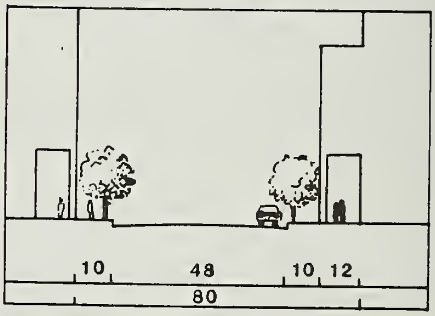
Assessor's Block 3747: (Fremont, Folsom, Beale, Harrison) Pedestrian access should be provided across this block at grade, but vehicular access is optional. Developers of the site should provide a stairway linking the upper Fremont Street section with lower Beale Street. A major opportunity for a small open space node exists at Fremont Street.



Beale, Main and Spear Streets as they are now.

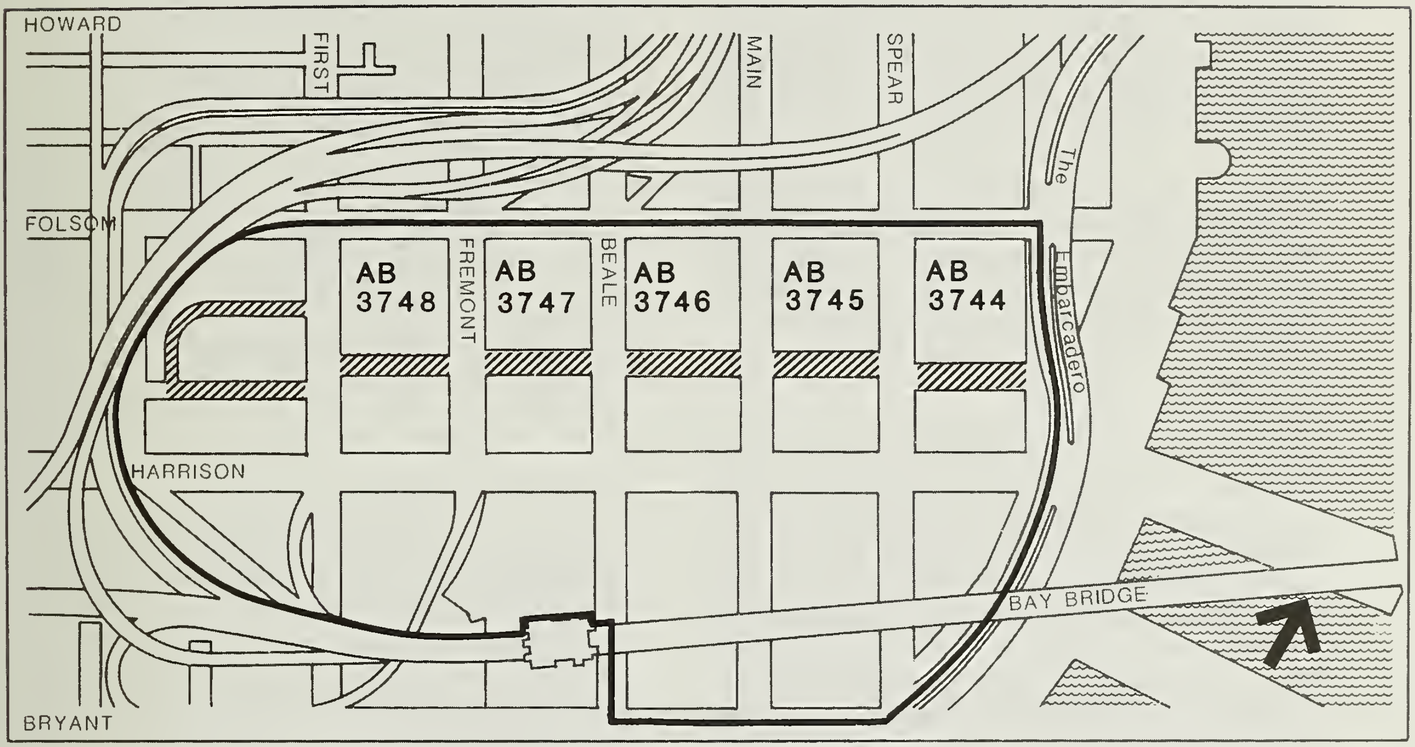


As they might appear with sidewalk widening.



As they might appear with sidewalk widening and increase in lot size.

FIGURE 1: Proposed Street Treatment


HOWARD
FIRST
MAIN
SPEAR
The Embarcadero
FOLSOM
FREMONT
BEALE
AB 3748
AB 3747
AB 3746
AB 3745
AB 3744
HARRISON
BAY BRIDGE
BRYANT

PEDESTRIAN STREET LOCATION **Map 6**

Assessor's Block 3746: (Beale, Folsom, Main, Harrison) Access should be provided across this block at grade. Service retail should be provided at the Main and Beale Street corners of the pedestrian street.

Assessor's Block 3745: (Main, Folsom, Spear, Harrison) Access should be provided across this block at grade. Service retail should be provided at the Spear and Main Street corners of the walkway.

Assessor's Block 3744: (Spear, Folsom, Embarcadero, Harrison) Public access through a pedestrian street should be provided across this block, making use of the existing courtyard and arcade. Service retail should be provided on the north side of the pedestrian street.

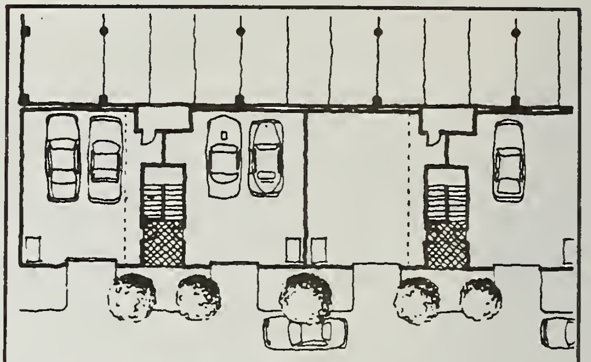
Transit

As daytime and evening population increases, transit services will need to be established to serve Rincon Hill. Residential areas need all day local service, and with this neighborhood's proximity to downtown, limited or express service is not necessary. Several lines, including the 1-CALIFORNIA or 41-UNION or some other Muni line, could all be extended to Rincon Hill. Any of the routes would use Beale Street is both directions, using a northbound transit only contraflow lane, between Howard and Bryant.

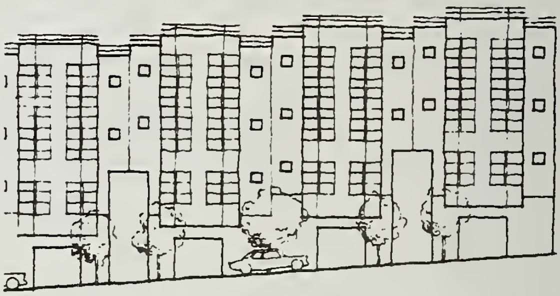
Parking

Row Houses and Parking Camouflage: Residential highrises will generate the need for large amounts of parking. It is important to prevent large parking structures from exacerbating the harsh street scene on the Hill. To create an urban setting like that of the city's residential neighborhoods, the circulation system should be lined with row houses which conceal large parking structures behind them. The facing drawings show one way to accommodate walkup units on the pedestrian streets. The design of these row houses should be subject to regulations similar to the residential design rules applied elsewhere in the city, but should be adapted to this special circumstance.

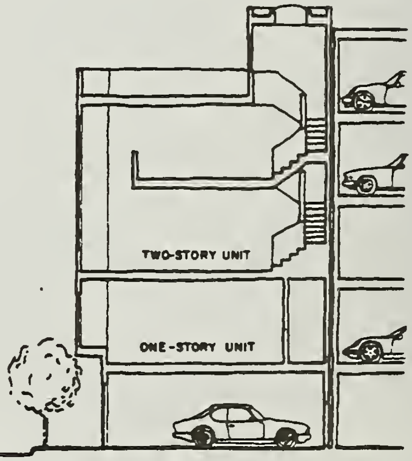
Accessory Parking: The parking requirements take into account the potential for joint use of parking space made possible by mixed-use development. The proximity to downtown and proposed new transit make it possible to limit residential parking to one space per unit. Similarly, the parking requirement for offices can be reduced to one space per 1,500 square feet of commercial space.



Ground Plan: Parking and Entries



Row Houses Along Pedestrian Street



Section at Row House and Garage

FIGURE 2: Row House Design

In Lieu Parking Fees: Instead of providing required parking on-site, a developer should be able to make an in-lieu fee contribution to a nearby off-site facility.

Intercept Commuter Parking: Those portions of two blocks bounded by the Bridge on the south, and by Fremont, Beale, Main and Harrison, including also those portions inside the midrise residential district would be appropriate for parking facilities for downtown commuters because of their proximity to freeways and to projected transit along The Embarcadero.

The top levels of intercept parking facilities that would otherwise be exposed should be covered with a roof to be used for recreation and open space purposes and/or should be effectively screened from view from above with such devices as boxed trees, landscaped trellises, and decks.

Improving Bridge Ramp Flow

The present congestion at the First and Harrison intersection and vicinity is not due to the capacity of the intersection itself, but rather to the confluence of a number of entry points to the Bay Bridge, including the A/C Transit buses ramp in one segment of the Bridge. Ramps for buses and carpools on the north side of the bridge should be combined to alleviate stacking which congests First and Harrison at peak commute times.

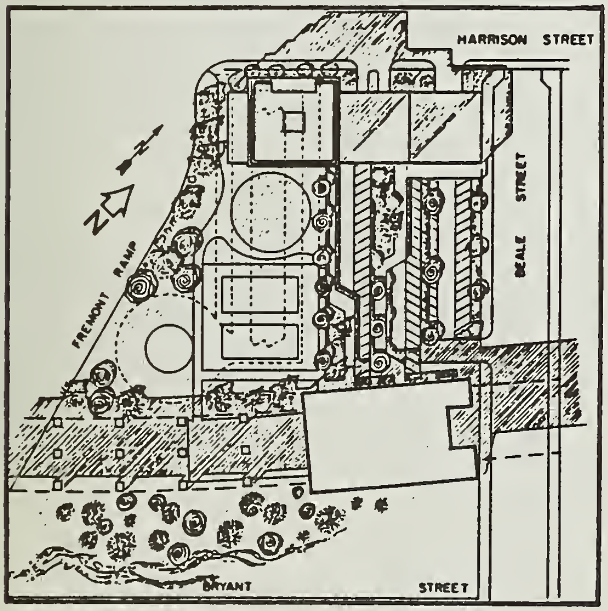


FIGURE 3: Rooftop Open Space Over Intercept Parking

PRESERVATION

OBJECTIVE 27

TO PRESERVE AND ADAPTIVELY REUSE THOSE BUILDINGS IN THE AREA WHICH HAVE PARTICULAR ARCHITECTURAL OR HISTORICAL MERIT OR WHICH PROVIDE A SCALE AND CHARACTER OF DEVELOPMENT CONSISTENT WITH THE PLAN.

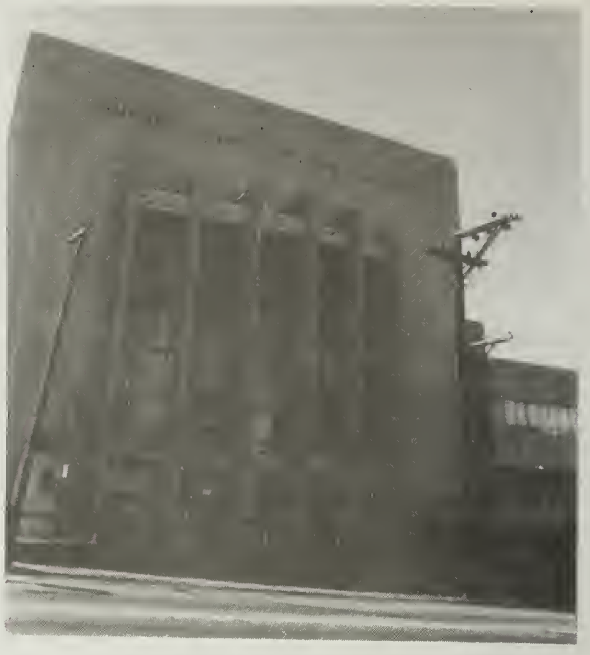
The existing architecture of Rincon Hill is predominantly industrial in character, encompassing a wide spectrum of styles and building types. As was the case in manufacturing districts throughout the city, buildings were set on large lots with little regard for their neighbors. In the 1930s, the construction of the Bay Bridge and James Lick Freeway contributed to the further fracturing of the industrial area.

Despite the apparent randomness of the existing streetscapes, several buildings command particular interest. The great facades with their large window expanses — the result of a need for ambient light — and innovative massing plans illustrate a series of developments in industrial architecture. From the calm severity of the Hathaway Warehouse, one of the oldest of such structures in San Francisco, to the bold polychromatic lines of the Union 76 Building, a wide variety of architecture is represented. While factories and warehouses originated as severely utilitarian buildings, those of the late nineteenth and early twentieth centuries show a more deliberate attempt at a stylistic treatment. In some cases, the facades are as formal as those of office buildings in their articulation by a strict order of piers and symmetrical compositions. The use of reinforced concrete structural systems also permitted greater freedom in the choice of cladding material as well as in the application of decorative detail.

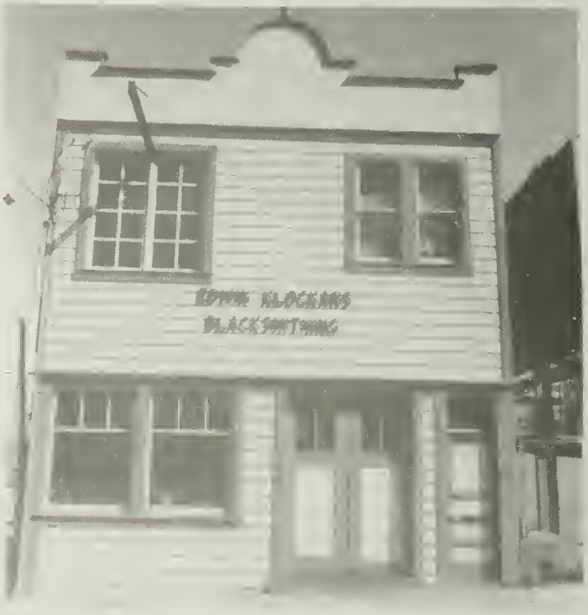
POLICIES

While most of the land within the Rincon Hill area is suitable for new development, there are a number of buildings which have been rated to be Significant Buildings based on their architectural and historical attributes and their preservation should be encouraged. (See Map 7 for location of specific sites.) The following guidelines should be applied in reviewing development on the sites of these buildings.

Site 1 — Sailors Union of the Pacific: 450 Harrison Street. The Sailors Union of the Pacific is a monumental granite block with two separate compositional sections. While the building's two wings are characterized by long horizontal window bands, the central section is essentially a great concrete block with an enframed window wall entrance. A series of six concave piers, connected by wave panels and banded tubing, frames the tall vertical windows of the entrance. The grey facade walls surrounding this design are blank. The facade, designed by William Gladstone Merchant, bears a marked resemblance to his "Pacific House", the theme building of the 1939-40 exposition on Treasure Island. Its "streamlined-moderne" idiom exhibits a monumentality rare for this style in the Bay Area. The rear portions of the lot, currently used for parking, should be used as a housing site. A building which both obscured the blank northern sidewalls and continued the horizontal window bands of the western facade could improve the quality of the streetscape along First Street.



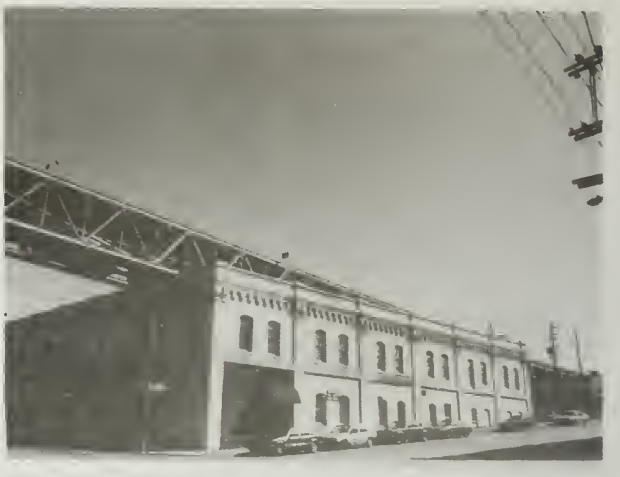
Site 2 — Klockar's Blacksmith Shop: 443-7 Folsom Street. This landmark building houses one of two known extant blacksmith operations in San Francisco — a far cry from the days when forges blazed and anvils rang from scores of smiths throughout the city. Once essential as mechanics in everyday operations of the city, many of the smiths also ranked among the finest craftsmen and artists. The two-story Blacksmith shop is a wood frame structure concluded by a parapet roof, whose profile is characteristic of the Mission Revival style. A very fine example of western vernacular architecture, the building's "western style" frame facade would have been at home in any of hundreds of late 19th Century towns and villages in the American West. The rest of the lot also contains two auxilliary structures. Because of its uniqueness, the existing use should be retained if possible even though relocation might be necessary to achieve the housing goals of this Plan.



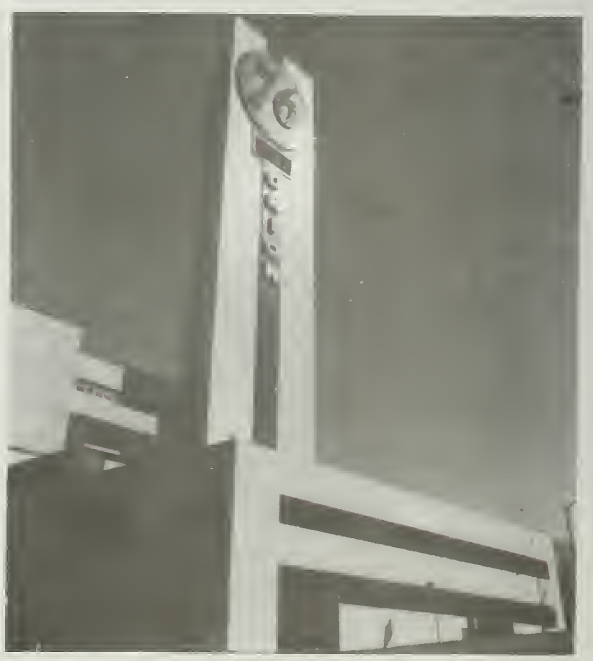
Site 3 — Hills Brothers Coffee Company: 2-30 Harrison Street. Hills Brothers is the largest and most impressive of all coffee buildings along the waterfront. It was built in 1924 having been designed by George Kelham, whose other work includes the Standard Oil and Shell Buildings, the Hills Brothers packing and roasting building is a red brick block with a 175-foot tall square tower. Romanesque arches on the ground and fifth stories and a cornice composed of smaller arches are used to articulate the massive facade. The building is also decorated with pattern brickwork and elaborately crafted bronze grillwork doors. The great tower, generally without fenestration, contains a series of round arches on its upper section and is capped by a pyramidal red tile roof. It was designated a local landmark in 1982. It should remain essentially intact. The 1950s addition to the north should be replaced with a structure more compatible with the landmark building.

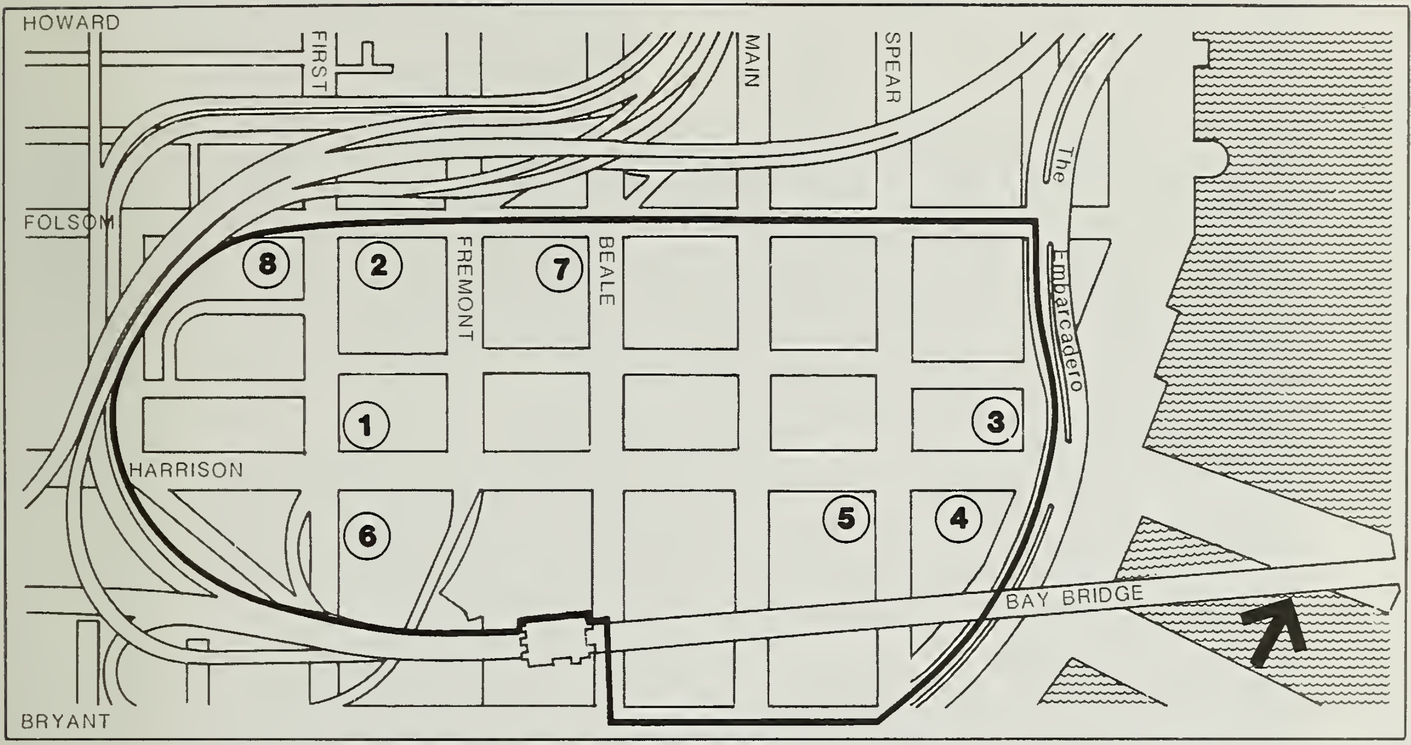
Site 4 — Joseph Magnin Warehouse: 29-35 Harrison Street. This five-story reinforced concrete warehouse was designed by George Applegarth in 1918 for the A.B. Spreckels Securities Co. The five-story block is faced in white concrete, relieved by a rusticated stucco base. The three-part composition is divided by giant pilasters into a series of great horizontal windows whose six-lite pivotal windows are divided by industrial sash. Decorative elements include ashlar scoring of the exterior walls, and brick spandrel panels below each window bay. A restrained classical cornice concludes the powerful industrial design. Due to its massive floor plates, a penthouse addition set back from the site lines on the street could be permitted.

Site 5 — Hathaway Warehouse: 400 Spear Street. One of the oldest extant warehouses in the city, the ground story of this splendid brick structure has its origins in the third quarter of the 19th Century, possibly as early as 1856. Additions to the Harrison Street facade were completed in 1875 and the upper sections of the building were completed by about 1900. The two-story brick building, now painted a cream color, is distinguished by projecting brick hood mouldings on the ground floor along Spear Street. Brick pilasters with corbelled capitals divide the facade into a series of paired window bays. A projecting belt course separates the two stories on the building's facades. As late as 1919, its length was virtually double that of today. Around the turn of the century, another portion of it may have been demolished. Because of its small size it would be difficult to alter or add to the building without signficantly harming its integrity and therefore it should be retained intact.



Site 6 — Union Oil Co. Building: 425 First Street. The Union Oil Company Oil Building (1954) is a two-part Art Moderne office block with adjoining tower. The vertical tower — in the shape of a pylon — provides an excellent counterpoint to the office block, characterized by horizontal window bands on a glazed white tile facade. Blue belt courses and glass block windows accentuate the streamlined office design. Its architect, Lewis Hobart, took advantage of an elevated site to design a 138-foot triangular tower, whose white cladding is relieved by a vertical blue strip and orange triangle bearing the name of the company. The tower is not only an advertisement for the company, but also the most prominent point of reference for Rincon Hill. A great digital clock also displays the time to travelers enroute to the Bay Bridge or nearby freeways. Since portions of the site are used for parking and vehicular movement, the site could accommodate additional development consistent with the scale and character of the existing building.




HOWARD
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SPEAR
The Embarcadero
FOLSOM
FREMONT
BEALE
HARRISON
BAY BRIDGE
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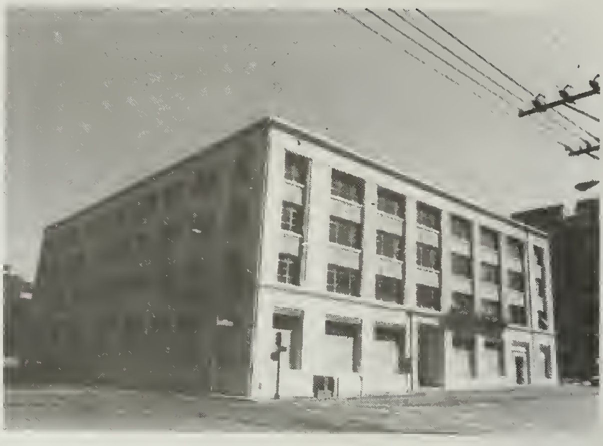
LOCATION MAP FOR SPECIFIC PRESERVATION

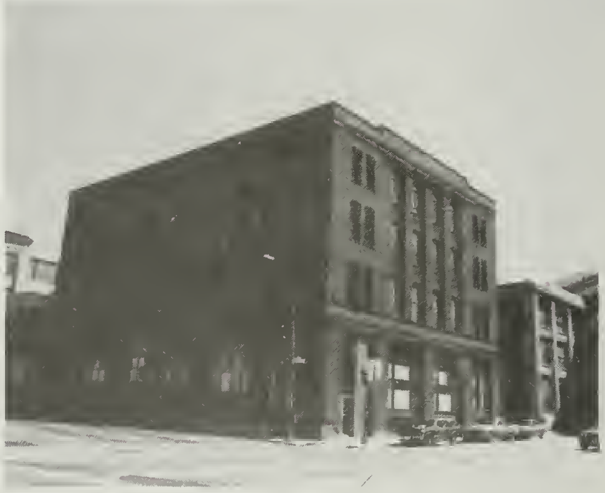
Map 7

1. **Sailor's Union Of The Pacific**
2. **Klockar's Blacksmith Shop**
3. **Hills Brothers**
4. **Joseph Magnin Warehouse**
5. **Hathaway Warehouse**
6. **Union Oil Company Building**
7. **Coffin-Reddington Building**
8. **Gimble Brothers Candy Factory**

Site 7 — Coffin-Reddington Building: 301 Folsom Street. In the design of this 1937 office/warehouse building for a local firm dealing in wholesale drugs, chemicals, drug sundries and liquors, Frederick H. Meyer, founder of the California College of Arts and Crafts, employed a restrained Moderne idiom. The Coffin-Reddington Building is a two-part reinforced concrete block whose stucco facade has been painted a beige color. The building's great mass is articulated by differentiating its end bays through the modulation of their width in respect to the central bays. Moderne elements include decorative chevrons and half circles at the frieze and fluted piers, dividing the facade into a series of horizontal window bays with industrial sash. A dentilated lintel, fluted piers, and decorative floral patterns and chevrons decorate the two entrances. The building could accommodate a penthouse set back from the site lines along the street and otherwise should remain essentially intact.

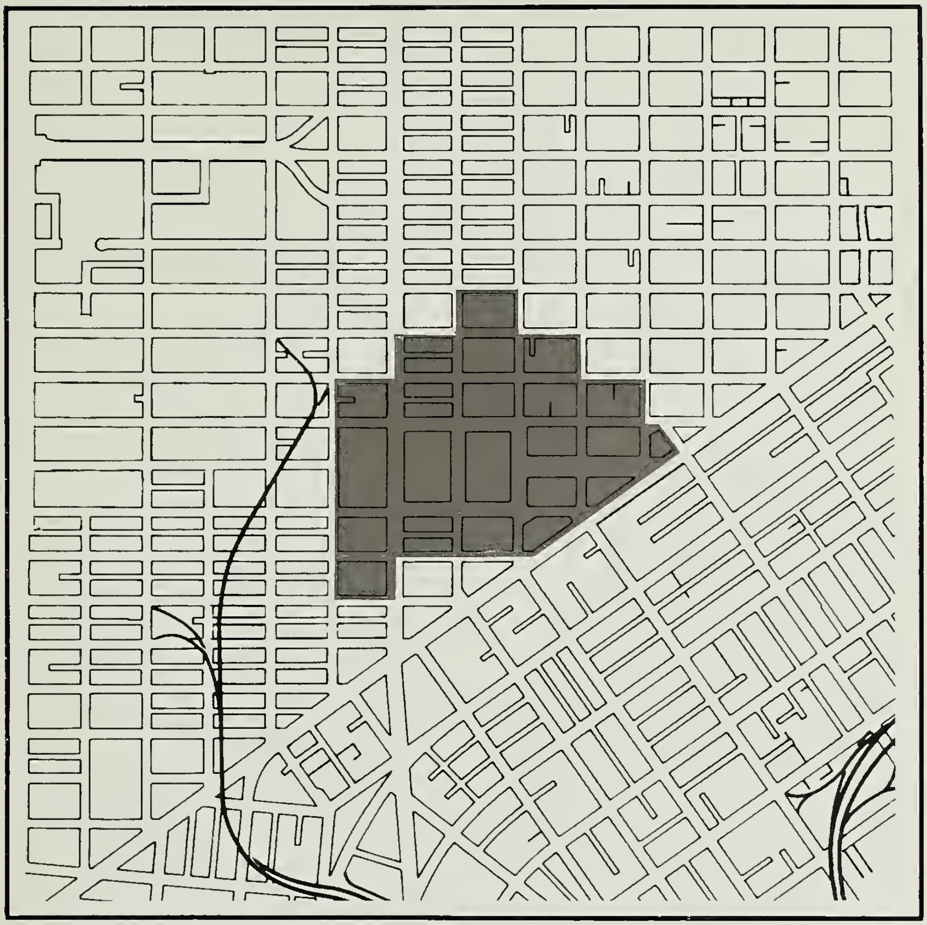


Site 8 — Gimbel Brothers Candy Factory: 501 Folsom Street. The Gimbel Brothers Building was constructed in 1916 according to the designs of Alfred Kuhn. The building was used for the production and storage of candy. The four-story block is divided into two sections by an elaborate stringcourse and faced in a red English Garden Wall brick bond. The ground story contains large square windows, some of whose sash has been replaced over the years. Brick pilasters, with stepped capitals, divide the facade into a series of recessed single window bays while differentiated end bays contain paired windows flush with the facade. All windows are concluded by segmental arches whose voussoirs blend well with the orthogonal surface. The building is concluded by a coping above its restrained cornice. The building could accommodate a penthouse set back from the site lines along the street but otherwise should remain essentially intact.



CIVIC CENTER

CIVIC CENTER



CIVIC CENTER

CIVIC CENTER

AN AREA PLAN OF THE MASTER PLAN OF
THE CITY AND COUNTY OF SAN FRANCISCO

CIVIC CENTER

INTRODUCTION

The purpose of the Civic Center Plan is to guide development in the Civic Center area. The Plan focuses primarily on articulating the objectives and policies that should apply to future development, rather than attempting to identify specific locations for specific uses. However, recognizing the need to provide general guidance for future public development in the Civic Center area, a map is included which defines four broad activity categories:

1. Administrative

The Administrative category encompasses those political and legal activities of the executive, legislative and judicial departments of government and those public activities which provide for the orderly management of the affairs of government at the city, state and federal levels.

2. Entertainment-Culture

The Entertainment-Culture category encompasses those amusement, sport, convention, education, library recreational, artistic, musical

and theatrical activities which provide for the increased public use and enjoyment of the Civic Center area.

3. Open Space

The Open Space category encompasses any major land area, open and unobstructed, which provides passive or active activity areas for public use and enjoyment.

4. Parking

The Parking category encompasses any major off-street parking area, motor pool or parking areas within a structure or building which provide off-street parking space other than incidental to the principal use of the structure or building.

OBJECTIVES AND POLICIES

OBJECTIVE 1

MAINTAIN AND REINFORCE THE CIVIC CENTER AS THE SYMBOLIC AND CEREMONIAL FOCUS OF COMMUNITY GOVERNMENT AND CULTURE.

The symbolic importance of major public buildings has traditionally been expressed through their architectural treatment. This is particularly true of an area such as the Civic Center which brings together in one setting major functions of community life — government and cultural activity. These functions should be treated together in a way that emphasizes their symbolic and ceremonial importance to the community.

POLICY 1

Emphasize key public buildings, particularly City Hall, through visually prominent siting.

The symbolic importance of key public buildings should continue to be emphasized by maintaining them in highly visible settings. New development in or adjacent to the Civic Center should preserve the visibility and dominance of City Hall. Street views should be clear of distracting features and obstructions such as overhead utility lines, overhead pedestrian crosswalks, or buildings over a street right-of-way. Where an existing obstruction exists, such as the Central Freeway, it should be removed if possible, and if not, its presence should be minimized by landscaping and/or by other appropriate screening.

Major civic plazas and open spaces can also emphasize the symbolic significance of buildings. Major open spaces such as the Civic Center Plaza and Fulton Mall should be retained and designed to facilitate ceremonial and civic events appropriate to the Civic Center.

POLICY 2

Maintain the formal architectural character of the Civic Center.

The setting of City Hall and the buildings framing the Plaza and Fulton Street pedestrian mall should be protected through the sensitive massing and height of existing structures.

The core of the Civic Center is composed of classic Greek revival structures of exceptional quality that set the architectural character of the area. The symmetrical arrangement of buildings, uniform height, and application of common building lines and architectural features reinforce the unity of the formal composition. Whenever possible, existing classic buildings should be conserved and rehabilitated rather than replaced. New buildings should be designed to complement the Center's existing architectural character.

POLICY 3

Design Civic Center buildings and open spaces to serve as public gathering places for ceremonial, cultural, recreational, and other community activities.

Public open areas in the Civic Center should be designed to accommodate both passive individual use and intense community use and intense community use for various civic events.

The Fulton Street pedestrian mall should be completed.

POLICY 4

Provide a sense of identity and cohesiveness through unifying street and Plaza design treatments.

Identity of the Civic Center as the focus of government and culture in San Francisco should be reinforced through the use of common design elements such as sidewalk and street paving, lighting fixtures, landscaping, and street furniture. Related architectural elements such as the color and texture of materials should also be used throughout the area to reinforce its overall unity. Widened pedestrian lanes in front of City Hall and at other locations, with special design treatment related to adjacent uses, would add to the unity and formalism of the Center.

POLICY 5

Maintain existing streets as vehicular, pedestrian or open space corridors.

The development pattern in the Civic Center, based on the grid street system, has created a formal, spatial relationship between the various buildings in the Civic Center. To maintain building identity, the space occupied by the existing streets should remain clear of visual obstructions to provide for a sense of spaciousness and formal organization within the Civic Center area.

OBJECTIVE 2

DEVELOP THE CIVIC CENTER AS A COHESIVE AREA FOR THE ADMINISTRATIVE FUNCTIONS OF CITY, STATE AND FEDERAL GOVERNMENT, AND AS A FOCAL POINT FOR CULTURAL, CEREMONIAL, AND COMMUNITY ACTIVITIES.

The function of the Civic Center area as a governmental services and administration district should be reinforced by locating within the area those Federal, State and City activities that require a high degree of interaction. Similarly, those Federal, State and City agencies providing basic governmental services (such as tax collection and permit processing), and particularly those agencies intensively used by the public, should be located in the Civic Center to facilitate public access and convenience.

Cultural activities, such as libraries, museums, and concert halls, that attract a broad community interest and attendance are also desirable parts of the Civic Center area. They add interest and variety to the scope of activities occurring in the Civic Center area and provide a nighttime use for the Center.

POLICY 1

Design the Civic Center to promote efficiency and convenience within and between the governmental entities represented, and provide for their orderly expansion.

Interaction of government at all levels, Federal, State, and City, is expedited when administrative functions are located in close proximity to each other. Public convenience is served when those government services which are most effectively and efficiently provided at a central location and which involve substantial public contact are clustered together. The Civic Center should serve as a "one stop" center at which the public can transact its business with government. In addition, private activities such as title companies and legal offices that deal with government on a day-to-day basis are appropriate for the Civic Center area. Those City functions which do not involve significant public contact or do not involve substantial interaction with other governmental units may be inappropriately located in the Civic Center.

POLICY 2

Locate civic cultural facilities in the Civic Center.

Identity of the Civic Center as the cultural focus of the community is enhanced through the location in this area of a variety of cultural facilities such as museums, auditoriums, concert halls, theaters, and library. Incorporating cultural activities within the Civic Center extends activity into evening hours, increasing use and enjoyment of the public spaces and adding to the liveliness of the Center.

POLICY 3

Encourage governmental activities of each level of government to locate within a "sphere of influence" within the Civic Center to avoid inefficient dispersal of these activities throughout the area.

While a reason for locating City and County, State and Federal government offices within a single center is to enhance interaction within them, the greater degree of interaction generally occurs between units of the same level of government. Therefore it is more convenient and efficient to have the government facilities of each governmental level located in clusters.

POLICY 4

Encourage administrative-oriented governmental functions (executive, legislative, and judicial) to locate in new consolidated facilities rather than being dispersed throughout the adjacent area in leased or rented quarters.

Because of lack of adequate facilities to accommodate the growth in government services many governmental offices are located in rented space in private office buildings in or near the Civic Center. Consolidating these functions into new office buildings would substantially increase convenience and efficiency. In particular, an office building should be constructed to house the many City and County offices scattered throughout the area.

OBJECTIVE 3

PROVIDE CONVENIENT ACCESS TO AND CIRCULATION WITHIN THE CIVIC CENTER, AND SUPPORT FACILITIES AND SERVICES.

Successful functioning of the Civic Center as a major daytime and nighttime activity center requires convenient access to and circulation within the area. Long-term parking, particularly by employees, is a wasteful use of limited space. Access should be primarily by public transit for employee trips to the Civic Center, while public parking should be provided for short-term visitors to the Center.

Daily requirements of Civic Center employees, government officials and visitors should be accommodated by conveniently located support services and facilities.

POLICY 1

Locate buildings employing large numbers of employees and/or attracting large numbers of visitors in convenient pedestrian proximity to public transit and off-street parking facilities.

Activity generators such as major cultural facilities and major public office buildings should be located to provide convenient pedestrian access to both public transit and to off-street parking facilities.

POLICY 2

Locate parking facilities beyond the western periphery of the Civic Center core, with direct vehicular access to major thoroughfares.

Major vehicular activity should be diverted from the Civic Center core so that the formal and pedestrian character of the core is not disrupted by the speed and noise of heavy traffic. Parking facilities should be located at the western periphery of the core and related directly to major thoroughfares.

New off-street parking, if built within the core, should not be a predominant use. Rather, it should be auxiliary to another major use and for the most part should be constructed below grade.

Parking areas and car pools for governmental cars should be located within the Civic Center area to provide for the efficient utilization of these vehicles by governmental employees for official business.

POLICY 3

Provide and price parking for short-term visitor use, and discourage long-term parking. Encourage transit use as the primary means of access to the Civic Center.

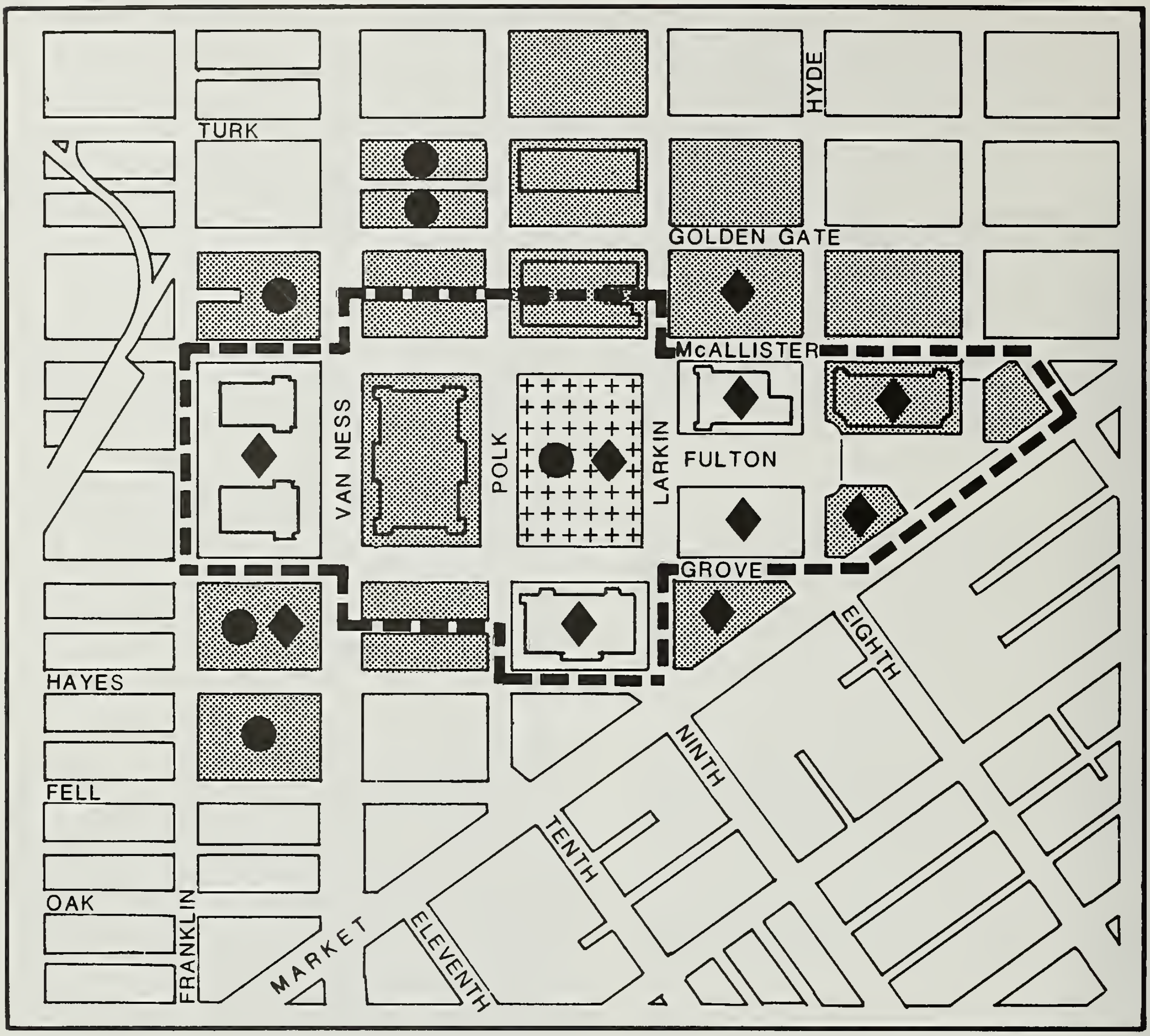
The nature of the Civic Center as a major employment center for government administration precludes the possibility or desirability for the provision of off-street parking for all those who might want to drive to work. Long-term parking, particularly by employees, is a wasteful use of limited space and should be discouraged. Parking should be priced and controlled to provide for and encourage short-term parking by visitors to the Civic Center.

Public transit should be scheduled to provide high volume access to the Civic Center in both day and nighttime hours.

POLICY 4

Encourage privately-operated support and personal service establishments to locate within the Civic Center area.

The daily convenience and service requirements of the various governmental agencies within the Civic Center and their employees and visitors require facilities such as restaurants, stationery stores, book and card shops, newsstands and other specialty shops that cater to immediate daily needs. Such establishments, in addition to fulfilling needs, add to the amenity and interest of the Civic Center. Private business establishments should not conflict with the principal purpose of the Civic Center, and should be located on the periphery of the core area along the pedestrian frontages of both public and private buildings.


TURK
HYDE
GOLDEN GATE
McALLISTER
VAN NESS
POLK
LARKIN
FULTON
GROVE
HAYES
FELL
OAK
FRANKLIN
MARKET
EIGHTH
NINTH
TENTH
ELEVENTH

CIVIC CENTER PLAN

Map 1

▬ ▬ ▬ Core Area

▨ Administrative

◆ Entertainment - Culture

+++++ Open Space

● Parking

SAN FRANCISCO
MASTER PLAN

CIVIC CENTER

AN AREA PLAN OF THE MASTER PLAN OF
THE CITY AND COUNTY OF SAN FRANCISCO

DEPARTMENT OF CITY PLANNING

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OBJECTIVES AND POLICIES — **II.4.2**

MAPS

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SUMMARY OF OBJECTIVES AND POLICIES

OBJECTIVE 1

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POLICY 1

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POLICY 2

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Encourage governmental activities of each level of government to locate within a "sphere of influence" within the Civic Center to avoid inefficient dispersal of these activities throughout the area.

POLICY 4

Encourage administrative-oriented governmental functions (executive, legislative, and judicial) to locate in new consolidated facilities rather than being dispersed throughout the adjacent area in leased or rented quarters.

OBJECTIVE 3

PROVIDE CONVENIENT ACCESS TO AND CIRCULATION WITHIN THE CIVIC CENTER, AND SUPPORT FACILITIES AND SERVICES.

POLICY 1

Locate buildings employing large numbers of employees and/or attracting large numbers of visitors in convenient pedestrian proximity to public transit and off-street parking facilities.

POLICY 2

Locate parking facilities beyond the western periphery of the Civic Center core, with direct vehicular access to major thoroughfares.

POLICY 3

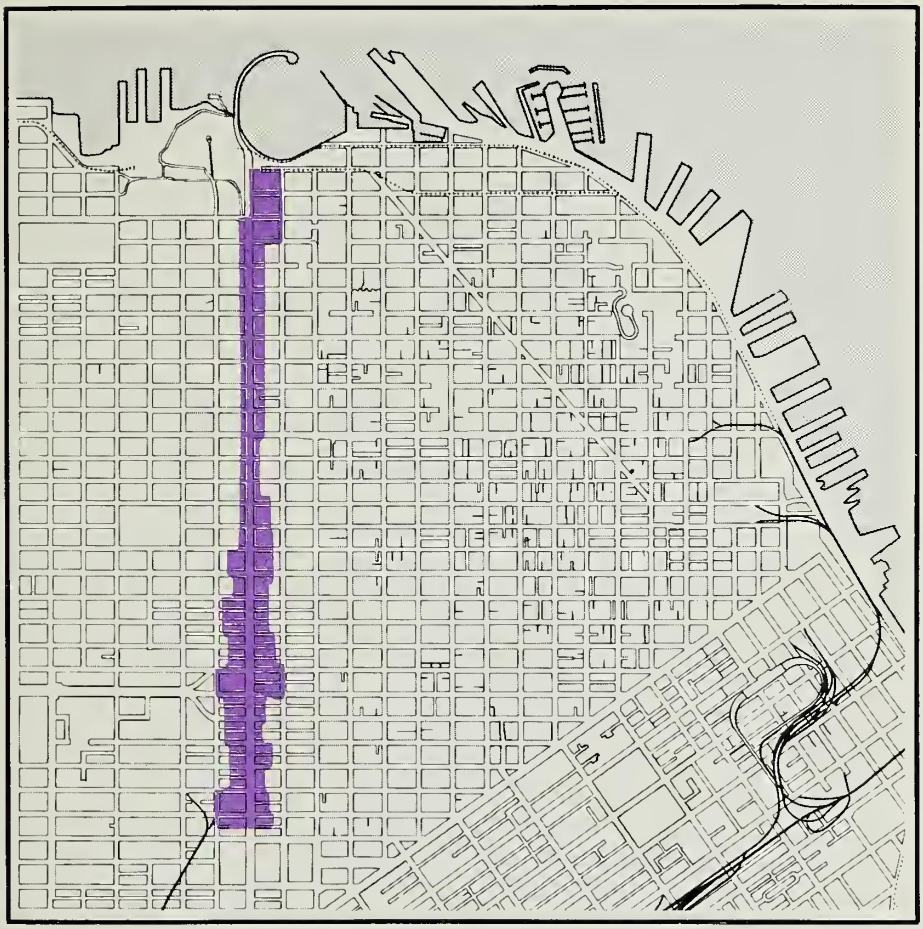
Provide and price parking for short-term visitor use, and discourage long-term parking. Encourage transit use as the primary means of access to the Civic Center.

POLICY 4

Encourage privately-operated support and personal service establishments to locate within the Civic Center area.

VAN NESS AVENUE

VAN NESS AVENUE



VAN NESS AVENUE

VAN NESS AVENUE

AN AREA PLAN OF THE MASTER PLAN OF
THE CITY AND COUNTY OF SAN FRANCISCO

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MASTER PLAN

VAN NESS AVENUE

AN AREA PLAN OF THE MASTER PLAN OF THE CITY AND COUNTY OF SAN FRANCISCO

DEPARTMENT OF CITY PLANNING

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SUMMARY OF OBJECTIVES AND POLICIES

OBJECTIVES AND POLICIES FOR NEW DEVELOPMENT

LAND USE

Subarea 1: Redwood To Broadway

OBJECTIVE 1

Continue existing commercial use of the Avenue and add a significant increment of new housing.

POLICY 1

Encourage development of high density housing above a podium of commercial uses in new construction or substantial expansion of existing buildings.

POLICY 2

Allow existing structures to remain in non-residential use.

POLICY 3

Allow residential densities to be established by building volume rather than lot size.

POLICY 4

Maximize the number of housing units.

POLICY 5

Employ various techniques to provide more affordable housing.

Subarea 2: Broadway To B ay Street

OBJECTIVE 2

MAINTAIN THE SCALE, CHARACTER AND DENSITY OF THIS PREDOMINATELY RESIDENTIAL NEIGHBORHOOD.

POLICY 1

Infill with carefully designed, medium density new housing.

Subarea 3: Bay Street To The Municipal Pier

OBJECTIVE 3

TRANSFORM THE AREA INTO AN ATTRACTIVE GATEWAY TO THE RESIDENTIAL BOULEVARD AND A TRANSITION FROM FISHERMAN'S WHARF AND THE GOLDEN GATE NATIONAL RECREATION AREA.

POLICY 1

Create a tree-lined and landscaped median strip within the Van Ness street space and plant rows of trees in the sidewalk space.

POLICY 2

Support National Park Service plans for improvements of the area within the boundaries of the Golden Gate National Recreation Area (GGNRA) boundaries.

VAN NESS CORRIDOR

OBJECTIVE 4

PERMIT DENSITIES AND LAND USES THAT ARE COMPATIBLE WITH EXISTING LAND USES AND PROPOSED RESIDENTIAL DEVELOPMENT OF THE AVENUE.

POLICY 1

Adopt zoning controls that conform to the Van Ness Avenue generalized Land Use and Density Plan.

URBAN DESIGN

OBJECTIVE 5

ENCOURAGE DEVELOPMENT WHICH REINFORCES TOPOGRAPHY AND URBAN PATTERN, AND DEFINES AND GIVES VARIETY TO THE AVENUE.

POLICY 1

Establish height controls to emphasize topography and adequately frame the great width of the Avenue.

POLICY 2

Encourage a regular street wall and harmonious building forms along the Avenue.

POLICY 3

Continue the street wall heights as defined by existing significant buildings and promote an adequate enclosure of the Avenue.

POLICY 4

Preserve existing view corridors.

POLICY 5

Encourage full lot development resulting in a maximum number of dwelling units.

POLICY 6

Encourage separation of towers for buildings involving more than one tower.

OBJECTIVE 6

ENCOURAGE DISTINGUISHED ARCHITECTURE WHOSE SCALE, COMPOSITION AND DETAILING ENHANCES THE OVERALL DESIGN STRUCTURE OF THE AVENUE AND RELATES TO HUMAN SCALE.

POLICY 1

Design exterior facades which complement and enhance significant works of architecture along the Avenue.

POLICY 2

Create varied rhythms in developments on large lots by inserting vertical piers/ columns, or changes in fenestration and materials to articulate what otherwise would be an undifferentiated facade plane.

POLICY 3

Incorporate setbacks and/or stepping down of building form on new developments — and major renovations when necessary — to increase sun exposure on sidewalks.

POLICY 4

Differentiate bases of buildings and incorporate detail at ground level through variety in materials, color, texture and architectural projections. Provide windows with clear glass throughout the building.

POLICY 5

Prohibit bridges over streets or other public right-of-ways.

RESIDENTIAL LIVABILITY

OBJECTIVE 7

PROVIDE SAFE AND ATTRACTIVE ENVIRONMENTS WITHIN EACH MIXED USE DEVELOPMENT.

POLICY 1

Ensure safety, security and privacy within new residential developments while encouraging efficient use of common open space areas.

POLICY 2

Provide wind protection and sun exposure to private and common open space areas.

POLICY 3

Generally maintain existing open space requirements for residential use. Allow common open space requirements to be met by a variety of recreation and open space features.

POLICY 4

Design mixed use developments to create a quiet residential environment with a variety of intimate, personal spaces well insulated from the intrusion of noises from street or commercial activities.

STREETSCAPE

OBJECTIVE 8

CREATE AN ATTRACTIVE STREET AND SIDEWALK SPACE WHICH CONTRIBUTES TO THE TRANSFORMATION OF VAN NESS AVENUE INTO A RESIDENTIAL BOULEVARD.

POLICY 1

Require sponsors of major renovation or new development projects to improve and maintain the sidewalk space abutting their properties according to the guidelines contained in this Plan.

POLICY 2

Where there are no trees, plant trees within the sidewalk space and the median strip. Maintain existing healthy trees and replace unhealthy ones.

POLICY 3

Provide street trees with tree grates that have removable sections to adequately accommodate tree growth.

POLICY 4

Incorporate low-growing ground cover around the tree plantings within the median strip.

POLICY 5

Maintain existing sidewalk widths.

POLICY 6

Incorporate uniform sidewalk paving material, color, pattern and texture throughout the length of the Avenue.

POLICY 7

Trim sidewalk curbs with hydraulically pressed, pre-cut four-inch square stone paving blocks to a horizontal depth of 12 inches. Replace median pavements with grey tone interlocking paving blocks.

POLICY 8

Assure a uniform architectural style, character and color in the design of street lights and poles.

POLICY 9

Provide attractive street furniture at convenient locations and intervals throughout the length of the street.

POLICY 10

Cluster newspaper racks at specific corner locations.

POLICY 11

Permit general advertising signs, business signs and other identifying signs. Permitted signs should meet the following design criteria.

TRANSPORTATION AND CIRCULATION

OBJECTIVE 9

PROVIDE SAFE AND EFFICIENT MOVEMENT AMONG ALL USERS ON VAN NESS AVENUE.

POLICY 1

Reduce conflicts between transit vehicles and other moving and parked vehicles. Aggressively enforce no parking regulations in bus zones.

POLICY 2

Provide clearly visible and readable street signs and bus stop signs to improve the legibility of bus stops for riders within the bus and for pedestrians. Such signage, however, should not overwhelm the design of the landscape/ streetscape system. Provide safe and comfortable waiting areas for patrons by using well-directed street lighting and bus shelters.

POLICY 3

Investigate the feasibility of extending the California Street Cable Car line to the Nihonmachi Center via California Street, Webster or Buchanan Street to Sutter Street. Pending such an extension, provide a safe, comfortable and attractive terminus to the line at Van Ness Avenue. Extension of the cable car, if financially feasible, would provide more efficient use of the Cable Car line as a transit system for residents as well as an attractive means of transporting visitors to special places of interest.

POLICY 4

Investigate the feasibility and desirability of creating a MUNI Metro line along the Van Ness Corridor which would connect with a proposed light rail line along the northeastern waterfront.

POLICY 5

Whenever feasible, provide access to parking from minor east-west streets. Prohibit new parking access from Van Ness Avenue. For development of lots with no direct access to an east-west street, allow off-site provision of required parking as set forth in Section 159(c) of the Planning Code.

POLICY 6

Prohibit any new drive-up facilities.

POLICY 7

Investigate feasibility of developing Gough Street from Bay Street as a one way couple with Franklin Street.

POLICY 8

Require residential parking at a ratio of one parking space per dwelling unit.

POLICY 9

Adopt short-term parking rate structures for existing and new commercial parking resources to discourage commuter parking and provide visitor — shopper parking. Make accessory parking spaces available to the general public for use as short-term day or evening parking whenever possible.

POLICY 10

Encourage use of upper-story auto storage spaces within existing auto showrooms along Van Ness Avenue as community parking facilities for adjacent projects.

POLICY 11

Improve the efficient and free flowing use of sidewalk space in new development.

POLICY 12

Orient building entrances to enhance pedestrian circulation.

POLICY 13

Unify the design of trash bins, benches, news racks, street lighting fixtures, sidewalk surface treatment, canopies, awnings and bus shelters throughout the length of the street.

POLICY 14

Discourage access to freight loading facilities from Van Ness Avenue.

OBJECTIVES AND POLICIES FOR CONSERVATION

PRESERVATION OF HOUSING RESOURCES

OBJECTIVE 10

CONSERVE EXISTING HOUSING RESOURCES.

POLICY 1

Encourage preservation of existing housing structures unless adequate mitigation measures are initiated.

PRESERVATION OF SIGNIFICANT BUILDINGS

OBJECTIVE 11

PRESERVE THE FINE ARCHITECTURAL RESOURCES OF VAN NESS AVENUE.

POLICY 1

Avoid demolition or inappropriate alteration of historically and architecturally significant buildings.

POLICY 2

Allow relaxation of the residential use requirements and of parking requirements for buildings designated as city landmarks.

POLICY 3

Encourage the retention and appropriate alteration of contributory buildings.

POLICY 4

Encourage architectural integration of new structures with adjacent significant and contributory buildings.

VAN NESS AVENUE

INTRODUCTION

History

In 1849, William Eddy extended the 50 Vara land division of the downtown to Larkin Street, replicating street and block dimensions created by earlier surveys of Jean Vioget and Jaspe O'Farrell.[1] The Western Addition, as the sand dunes and chaparral west of Larkin were called, was subsequently surveyed by several private groups before the city-sponsored Van Ness Survey was completed in the mid-1850's. Originally known as Marlette Street, the centerpiece of this extended 50 Vara survey was re-named in honor of Mayor James Van Ness. Situated in the valley between Nob and Russian Hills and Pacific Heights, Van Ness Avenue was intended to function as the city's central north-south spine. Consequently, the survey shaved off parts of the blocks on both sides of Van Ness to create a 125 foot wide avenue.[2]

Despite grand hopes for the new Boulevard, development of properties along the avenue was slow and the U.S Coast Survey of 1869 indicated only scattered structures. In the 1860's Van Ness began at Market Street and terminated at the U.S. military reserve at Black Point. Since principal growth corridors radiated out from the downtown, it was a long time before cross-town streets such as Van Ness could become important arteries. The 1884 Coast and Geodetic Survey shows buildings concentrated along intersecting streets with cable car lines such as Fulton, McAllister, Ellis and

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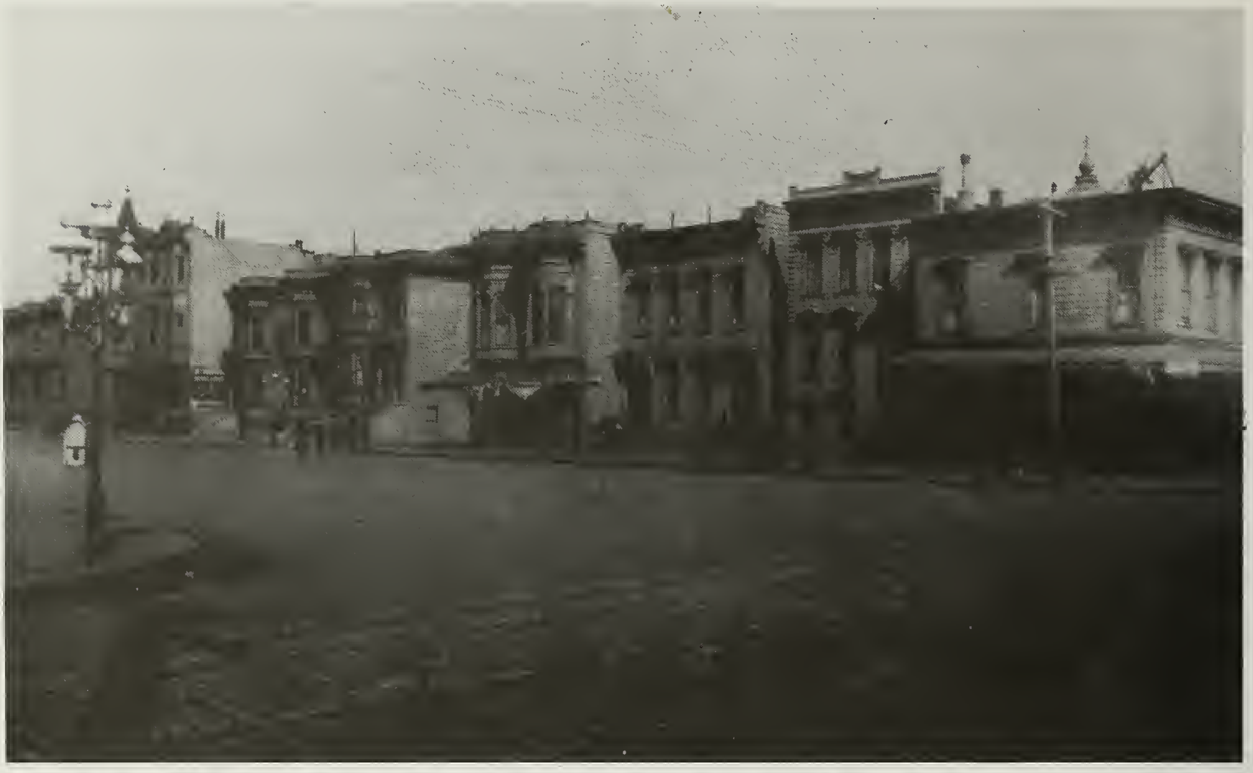
[1] A cellular unit, known as Vara, provided a set of dimensions which allowed for grid expansion throughout the South of Market and northern part of San Francisco. In the latter area, the 50 Vara survey consisted of blocks measuring 412'6" by 275', or six 50 Vara squares whose sides measured 137'6". Street widths were commonly 25 Vara, or 68'9", although this varied considerably.

[2] The creation of a 125' wide boulevard out of a 68'9" street necessitated shaving off parts of the blocks on either side of Van Ness. Thus, 28'9" was taken from the block extending to Polk Street and 27'9" was garnered from the western block extending to Franklin Street. The choice of 125 feet for Van Ness may have been influenced by the widths of major streets in eastern cities, such as Broadway in New York and Market Street in Philadelphia.



Van Ness Avenue north from Hayes street. October 15,1905.

Geary. Throughout this period, Polk Street, rather than Van Ness, functioned as the principal commercial street of the mid-city, serving people living on Nob and Russian Hills. It is conceivable that the width of Van Ness — like that of Market Street — discouraged its use as a shopping street.

Thus, as opposed to the heterogeneous development of the avenue in the twentieth century, the nineteenth century land pattern primarily consisted of wooden dwelling units. While lower Van Ness Avenue was soon occupied by dense working class housing, the middle and upper reaches of the avenue became characterized by wealthy residences. Italianate homes were constructed during the 1870's and 1880's, and were followed by large Queen Anne residences in the 1890's. Prominent families who owned homes on Van Ness included the Spreckels, Crockers and Gianninis. Aside from residences, the only large buildings shown on the 1899-1905 Sanborn Maps were the Mechanics Library, Concordia Club, St. Lukes Episcopal Church, First Presbyterian Church and St. Dunston's Hotel. Livery stables, small industries, a school and other miscellaneous uses were located side streets.

Industrialization of Rincon Hill — caused by the Second Street Cut of 1869 — and shortage of available land on Nob Hill encouraged the development of a new high-income neighborhood, and Van Ness Avenue became a logical choice largely stimulated by proximity to downtown, availability of undeveloped parcels, and access to cable car lines. Furthermore, in the mid-1870's a row of Eucalyptus trees was planted along each side of the avenue, contributing to its park-like ambience. For similar reasons, large houses were also constructed during the same period on Franklin Street, a block to the west.

Van Ness Avenue's basic land use pattern continued until 1906. The earthquake and fire of that year destroyed most of San Francisco and would likely have gone on to burn Pacific Heights had it not been for the great width of Van Ness Avenue, a natural fire break. During the first day of the fire soldiers had attempted fire breaks further east of Van Ness Avenue, all of which proved unsuccessful. They tried again at Van Ness on the second day, dynamiting every building on its east side south of Filbert Street, containing most of the fire and saving the Western Addition: the area between Sutter and Washington Streets was not contained until Franklin Street, and the area south of Golden Gate Avenue was not contained until Octavia Street.

Immediately after the fire, burned out businesses from the downtown moved to either Van Ness Avenue and Fillmore Street. Surviving mansions on the west side of

Van Ness were converted into stores, and temporary commercial buildings were quickly constructed on the east side of the street. The city's major department stores — City of Paris, the White House, and the Emporium — all located here, as did the Bank of California and the Anglo California Bank

By 1909, however, the rejuvenation of the downtown district led to the exodus of businesses from Van Ness Avenue, the second transformation of the avenue's land use pattern in less than three years. Far from returning to its earlier history as a residential boulevard, development along the lower and middle sections of Van Ness consisted of residential, commercial, industrial as well as institutional uses. The 1911 Sanborn Map illustrates the heterogeneous uses — including auto body, wagon and bicycle repair shops — as well as numerous undeveloped sites. A National Guard Armory was located at the southeast corner of California Street while clubs and hotels were scattered along the mid section of the avenue.

In contrast to these areas, the upper section of Van Ness, north of Jackson Street, retained its residential character. In addition to several surviving nineteenth century mansions, private homes and large apartment buildings in a wide variety of architectural styles were constructed following the 1906 disaster. After 1915 and the Panama Pacific Exposition, residences were constructed along Van Ness north of Francisco Street.

By the 1920's — aside from several large apartment buildings — automobile — oriented businesses emerged as the most common use between Civic Center and Jackson Street. Earlier, between 1904 and 1908 many small auto showrooms and garages were built along Golden Gate Avenue between Hyde and Van Ness, and after 1910 several small showrooms and repair garages located on Van Ness itself. The growing automobile industry soon demanded more grandiose buildings, and by 1911 prominent architects such as McDonald and Applegarth, Willis Polk and Bernard Maybeck began designing automobile showrooms.

After the Second World War, the designation of Van Ness as U.S. Highway 101 led to the use of the avenue as a primary vehicular thoroughfare and the concurrent re-orientation of businesses towards citywide and regional markets. Movie theaters and restaurants opened up alongside automobile showrooms. Since the late 1970's, automobile- oriented businesses have declined as some auto showrooms relocated to other areas within the city. Former auto showrooms have been converted to restaurants and offices, and some have been demolished for new mixed use residential developments. Given the relocation of the auto showroom businesses and ancillary auto service and parts businesses, a number of properties will likely be available for new development or adaptive re-use in the near future.

Van Ness Avenue north from Hayes street. October 18, 1906.

OBJECTIVES AND POLICIES FOR NEW DEVELOPMENT

LAND USE

SUBAREA 1: Redwood to Broadway

OBJECTIVE 1

CONTINUE EXISTING COMMERCIAL USE OF THE AVENUE AND ADD A SIGNIFICANT INCREMENT OF NEW HOUSING.

Although there are 18 buildings containing 980 dwelling units in this subarea most of the buildings are in non-residential use.

This section of Van Ness Avenue is one of the few areas in the city where new housing can be accommodated with minimal impacts on existing residential neighborhoods and public services.

Some of the features that make the area attractive for medium density mixed use development with high density housing are as follows:

- This 16 block strip along Van Ness Avenue maintains a "central place" location and identity. The area is close to the city's major employment center, is well-served by transit, has well developed infrastructure (roadway, water, sewer and other public services), wide roadway (93+ feet) and sidewalks (16+ feet), has continuous commercial frontage and numerous attractive, architecturally outstanding buildings.
- There are a number of large parcels which are substantially under-developed.
- A height limitation of between 80 and 130 ft. would allow sufficient development to make feasible over time the construction of housing on under used parcels.
- The minor streets which bisect most of the blocks within this subarea facilitate access to and from new developments with minimal affects on major east-west thoroughfares or on Van Ness Avenue.

Development of a number of medium density, mixed-use projects with continued non-residential use of non-residential buildings would facilitate the transformation of Van Ness Avenue into an attractive mixed use boulevard.

POLICY 1

Encourage development of high density housing above a podium of commercial uses in new construction or substantial expansion of existing buildings.

Construction of new mixed use buildings along the Avenue on those relatively few sites on which new buildings are likely to be built in the foreseeable future would both accommodate the need for housing and respect the commercial heritage of the Avenue. Subarea 1 (Redwood Alley to Broadway) should feature high density residential development with commercial space to occupy the base of the building. This commercial space should serve as a buffer between the busy street and the residential levels above.

To induce the construction of housing, link the amount of non-residential space allowed should be linked to the amount of residential space provided. The provision of the required residential space could occur on-site or on a separate site located within the Van Ness Plan area.

POLICY 2

Allow existing structures to remain in non-residential use.

In order to continue the active commercial use of the avenue, existing non-residential buildings should be permitted to contain any use — residential or non-residential — allowed in the district. These buildings should also be allowed to be expanded somewhat without triggering the housing requirement.

Non-residential development of narrow lots that do not also abut a side street should also be allowed because of the difficulty in providing residential parking on those properties.

POLICY 3

Allow residential densities to be established by building volume rather than lot size.

The number of units provided within individual projects would depend on the height and bulk of the building, the amount of commercial space provided under the minimum housing-to-commercial ratio, the amount of on-site parking provided and the size of the units. Minimum unit size would be established as part of the Conditional Use review process.

POLICY 4

Maximize the number of housing units.

An overall mix of unit sizes on Van Ness Avenue is desirable to encourage a diverse and mixed range of occupants. However, the emphasis should be on a larger number of medium sized units (1 and 2 bedroom) rather than a smaller number of large size units because Van Ness Avenue is not anticipated to be a preferred area for family housing. It is therefore more desirable to achieve greater affordability for the smaller units by building at a high density. Construction of rental housing is encouraged.

POLICY 5

Employ various techniques to provide more affordable housing.

The Plan allows broad design flexibility as to unit size, allowing the creation of small, compact units as a means of lowering unit cost if there is a market demand for such units. A number of design measures and marketing strategies such as "street-facing" or "no view" units and units with quality building materials yet lower cost appliances and carpeting can reduce unit costs and prices.

SUBAREA 2: Broadway To Bay Street

OBJECTIVE 2

MAINTAIN THE SCALE, CHARACTER AND DENSITY OF THIS PREDOMINATELY RESIDENTIAL NEIGHBORHOOD.

POLICY 1

Infill with carefully designed, medium density new housing.

New development in this area should be restricted to residential use with neighborhood-serving retail use allowed at the ground floor. This would involve reclassifying properties from to medium density residential with ground floor retail use.

Existing small scale commercial uses above the ground floor should be permitted to remain as non-conforming uses for the life of the building. Existing ground floor residential space could be converted to small-scale retail use provided that upper level residential space and its required accessory uses (e.g. parking, open space, rear yard, access ways, other mechanical features) were not adversely affected by such conversion.

SUBAREA 3: Bay Street To The Municipal Pier

OBJECTIVE 3

TRANSFORM THE AREA INTO AN ATTRACTIVE GATEWAY TO THE RESIDENTIAL BOULEVARD AND A TRANSITION FROM FISHERMAN'S WHARF AND THE GOLDEN GATE NATIONAL RECREATION AREA.

POLICY 1

Create a tree-lined and landscaped median strip within the Van Ness street space and plant rows of trees in the sidewalk space.

This greenspace element, which would realign some existing parking spaces, should be designed to "announce" the area's attractive shoreline open space resources and visually direct the visitor to them.

POLICY 2

Support National Park Service plans for improvements of the area within the boundaries of the Golden Gate National Recreation Area (GGNRA) boundaries.

The GGNRA General Management Plan calls for the following improvements:

"All of the Van Ness Avenue (asphalt paving) inside the park boundary will be removed and replaced with landscaping. The Sea Scout clubhouse and maintenance docks will also be removed. The Sea Scouts' boats will be moved to the east side of the lagoon, and their programs and meetings will be held in the aquatic center. The food concession at the foot of Van Ness will receive a good sprucing-up. The Municipal Pier will also get a substantial cleanup and minor improvements such as fish- cleaning stations and restrooms. (It may also require structural renovation). Night lighting throughout the area will be upgraded."

VAN NESS CORRIDOR

OBJECTIVE 4

PERMIT DENSITIES AND LAND USES THAT ARE COMPATIBLE WITH EXISTING LAND USES AND PROPOSED RESIDENTIAL DEVELOPMENT OF THE AVENUE.

POLICY 1

Adopt zoning controls that conform to the Van Ness Avenue generalized Land Use and Density Plan.

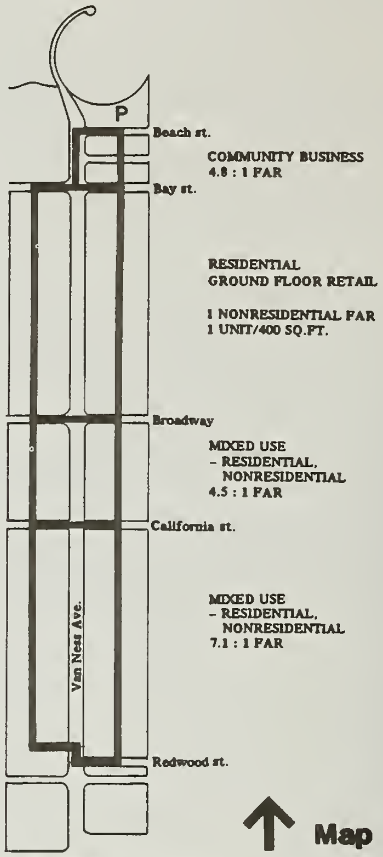
URBAN DESIGN

OBJECTIVE 5

ENCOURAGE DEVELOPMENT WHICH REINFORCES TOPOGRAPHY AND URBAN PATTERN, AND DEFINES AND GIVES VARIETY TO THE AVENUE.

Topography and Street Pattern

Van Ness Avenue is the central north-south spine and one of the widest streets in the City. Bounded by Civic Center and the Bay and characterized by excellent views, the Avenue defines and links many adjacent neighborhoods. In connecting Market Street to the Bay, Van Ness forms the western edge of the inner city and separates the Nob and Russian Hill neighborhoods from Pacific Heights. The Avenue also provides access between a number of focal points, including landmark buildings, cultural centers, important view corridors and the Bay. The juxtaposition on the Avenue of large monumental structures with fine-grain urban fabric to the east creates an exciting contrast within the cityscape.



Map 1

GENERALIZED LAND USE AND DENSITY PLAN

(FAR applies to residential and nonresidential uses)

POLICY 1

Establish height controls to emphasize topography and adequately frame the great width of the Avenue.

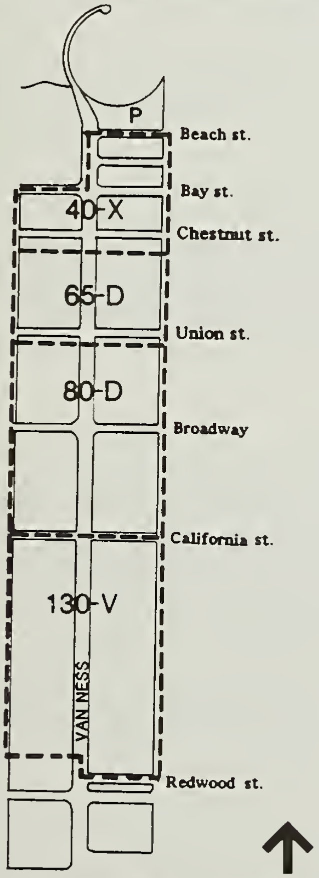
Existing height limits on the Avenue range from 40 feet at the northern end to 130 feet in the central portion. This height differentiation responds to topographic conditions as well as land use patterns, maintaining distinctions between areas of different character. For example, height districts are gradually tapered from 130 feet around the hilltop at Washington Street to 80 feet at Pacific Avenue and further to 65 and 40 feet towards the Bay shoreline. Although the majority of existing height controls are adequate to define both the overall topography as well as the great width of the Avenue, the height limit between California and Pacific Streets should be lowered from the existing 130/105-ft. level to 80 ft. in order to facilitate the transition between the greater building heights along the southern part of the Avenue and the mostly low-rise residential development north of Broadway. Development to maximum height should be closely monitored to avoid blocking views between the high slopes on both sides of the Avenue. Good proportion between the size of a street and that of its buildings is important for streets to be interesting and pleasant places. The proposed height limits, combined with the Van Ness Plan's proposed bulk controls, encourage definition of the 93-foot wide Avenue.

POLICY 2

Encourage a regular street wall and harmonious building forms along the Avenue.

New development should create a coherent street wall along the Avenue through property line development at approximately the same height. Since block face widths are constant, a regularized street wall encourages buildings of similar scale and massing. Nevertheless, some variety of height is inevitable and desirable due to the need to highlight buildings of historical and architectural significance.

The following controls are proposed for the various bulk districts as shown on the accompanying map:



HEIGHT AND BULK DISTRICTS
Map 2

Setbacks

POLICY 3

Continue the street wall heights as defined by existing significant buildings and promote an adequate enclosure of the Avenue.

New construction on Van Ness Avenue can occur in two basic situations. In some cases, the development will take place between or adjacent to architecturally significant buildings. In this instance, continuity of design and scale between the old and the new is of major importance. In other cases, new development will take place in a more isolated design context; for example, between two existing two-story, non-descript commercial structures. In this instance, the overall continuity of scale along the Avenue is of greater importance than the design character of adjacent buildings. Setbacks of up to 20 feet in depth should be considered for all new development above 40 feet in height and should be required whenever necessary to continue existing significant street wall heights and to define an adequate enclosure of the Avenue. Setbacks can also serve to buffer the upper-level residential units from street-level noise.

POLICY 4

Preserve existing view corridors.

In addition to the setback along the Van Ness Avenue frontage, a setback approximately fifteen feet deep should be provided at an appropriate height along California, Pine, Sacramento, Clay and Washington Streets when necessary to preserve view corridors. The recommended setbacks on the east-west streets could be varied on a case-by-case basis, through the Conditional Use review process, as individual buildings undertake massing studies to determine an appropriate building form and setback which would preserve these significant view corridors.

Rear Yards

POLICY 5

Encourage full lot development resulting in a maximum number of dwelling units.

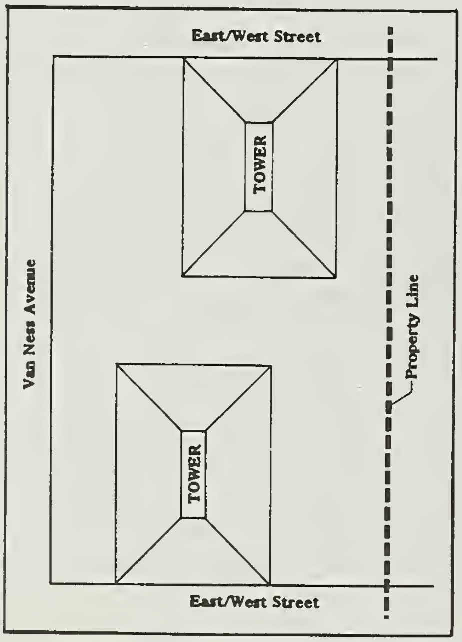
Modifications of the rear yard requirement should be allowed if a comparable amount of usable open space is provided elsewhere within the development, if any interior block open space formed by the rear yards of abutting properties is not adversely affected, and if adequate light and air to all dwelling units is maintained.

Minimum Distance Between Towers

POLICY 6

Encourage separation of towers for buildings involving more than one tower.

In a project involving more than one tower, the towers should be separated so they are viewed as separate structures, thereby reducing their apparent bulk. When towers lack adequate physical separation and differentiation of building materials, texture coloration or massing, they can be perceived as a single structure and the purpose of the bulk requirements is defeated. In addition, building separation allows greater light and air exposure to individual housing units and commercial spaces.



OBJECTIVE 6

ENCOURAGE DISTINGUISHED ARCHITECTURE WHOSE SCALE, COMPOSITION AND DETAILING ENHANCES THE OVERALL DESIGN STRUCTURE OF THE AVENUE AND RELATES TO HUMAN SCALE.

Building Form and Design

Architecturally significant structures along Van Ness Avenue impart a sense of visual unity, although they are characterized by a great stylistic variety. In contrast, undifferentiated buildings can be overwhelming, creating an inhospitable pedestrian environment. Differentiation of building sections — including setting off a building base from shaft and tower — creates a human scale at street level.

POLICY 1

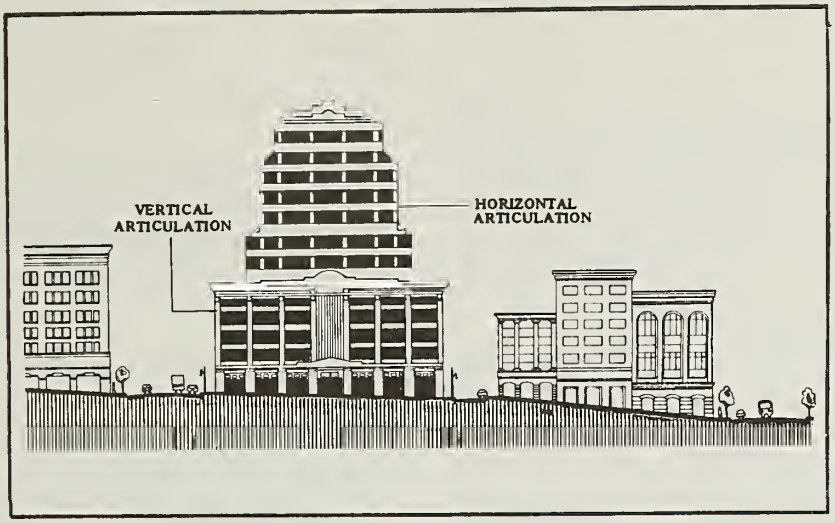
Design exterior facades which complement and enhance significant works of architecture along the Avenue.

Architectural styles along the Avenue include Romanesque, Gothic, Spanish Colonial, Renaissance/ Baroque, Beaux Arts Classical, and Modern. Such architectural variety precludes the predominance of any one style, even though the Beaux Arts is clearly dominant in Civic Center. While design in a historical style is neither encouraged nor discouraged, the eclectic styles of significant buildings provide a rich architectural vocabulary.

POLICY 2

Create varied rhythms in developments on large lots by inserting vertical piers/columns, or changes in fenestration and materials to articulate what otherwise would be an undifferentiated facade plane.

The 50 Vara block subdivision along Van Ness Avenue results in north-south block lengths of 275 feet. On blocks bisected by alleys the length is commonly 120 feet. Excessive horizontal width without reoccurring vertical elements leads to a repetitive rhythm difficult to comprehend.



POLICY 3

Incorporate setbacks and/or stepping down of building form on new developments — and major renovations when necessary — to increase sun exposure on sidewalks.

Design features such as setbacks and wind breaks on new developments and renovations can help to provide a pleasant environment on both rooftops, sidewalks, courtyards and nearby open spaces.

POLICY 4

Differentiate bases of buildings and incorporate detail at ground level through variety in materials, color, texture and architectural projections. Provide windows with clear glass throughout the building.

Defined bases on tall buildings provide opportunities for active ground floor uses, ornament and art, colonnades, arcades and other innovative schemes. Clear glass facilitates visual contact between the building and the outside and is especially important at the ground level. A belt course or cornice, change in materials, or other architectural treatment should be required at the 40 to 60 foot height along Austin, Hemlock and Fern Streets for properties with frontage along those minor streets.

POLICY 5

Prohibit bridges over streets or other public right-of-ways.

Pedestrian bridges block views, shadow streets and other open spaces and obstruct skyline elements while only marginally improving private pedestrian circulation between buildings. Safe and convenient pedestrian circulation at grade is preferred.

RESIDENTIAL LIVABILITY

OBJECTIVE 7

PROVIDE SAFE AND ATTRACTIVE ENVIRONMENTS WITHIN EACH MIXED USE DEVELOPMENT.

Safety, Security and Privacy

POLICY 1

Ensure safety, security and privacy within new residential developments while encouraging efficient use of common open space areas.

Common areas associated with the residential portion of a mixed use development should be designed to prevent intrusion by commercial space users and the general public. Whenever possible, residential parking areas should be physically separated from public parking areas and should provide safe and secure passageway to residential elevators and walkways. Handicapped parking areas should be placed close to elevators and should be free of potential vehicle movement conflicts.

Sun, Shade and Wind Protection

POLICY 2

Provide wind protection and sun exposure to private and common open space areas.

Open Space/Greenspace

POLICY 3

Generally maintain existing open space requirements for residential use. Allow common open space requirements to be met by a variety of recreation and open space features.

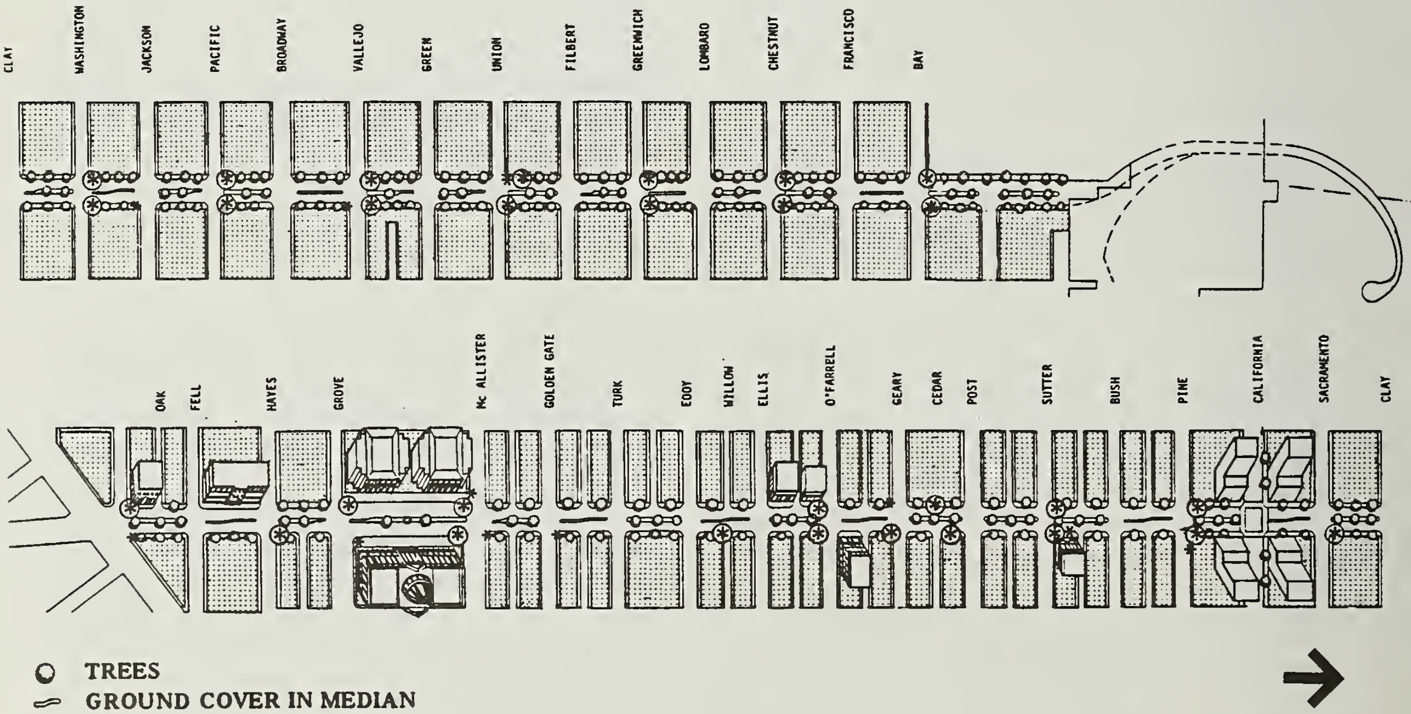
The requirement of 36 square feet of open space for each dwelling unit should continue to apply. Development of common usable open space could substitute for private open space at a ratio of 1.33 to 1 provided that this space would be for the exclusive use of project residents. Common open space should include such uses as multipurpose rooms to be used for exercise rooms, solaria, recreational facilities, green spaces and open space play areas.

Noise

POLICY 4

Design mixed use developments to create a quiet residential environment with a variety of intimate, personal spaces well insulated from the intrusion of noises from street or commercial activities.

There are a variety of ways in which the sound coming from Van Ness Avenue can be reduced to create an acceptable acoustic environment for dwellings. Setbacks provided above the commercial street wall can serve as a sound barrier for those units behind the setback. In addition, noise control for interior spaces can be provided through sound-rated windows. Other sound attenuation measures such as deep balconies and solid balcony rails may also be necessary. Bedrooms or whole units can be insulated from noise by solaria which provide not only sound insulation but also usable garden space, and, on the south, solar heating. To encourage their use, solaria should be counted as required private, usable open space if they are designed so that a substantial portion of the window area can be opened to the air.


CLAY
WASHINGTON
JACKSON
PACIFIC
BROADWAY
VALLEJO
GREEN
UNION
FILBERT
GREENWICH
LOMBARD
CHESTNUT
FRANCISCO
BAY
OAK
FELL
HAYES
GROVE
Mc ALLISTER
GOLDEN GATE
TURK
EDDY
WILLOW
ELLIS
O'FARRELL
GEARY
CEDAR
POST
SUTTER
BUSH
PINE
CALIFORNIA
SACRAMENTO
CLAY

○ TREES
∽ GROUND COVER IN MEDIAN
⊛ BUS BULB LOCATION
* NEWSRACK LOCATION

Map 3

LANDSCAPE PLAN

STREETSCAPE

OBJECTIVE 8

CREATE AN ATTRACTIVE STREET AND SIDEWALK SPACE WHICH CONTRIBUTES TO THE TRANSFORMATION OF VAN NESS AVENUE INTO A RESIDENTIAL BOULEVARD.

Plantings

POLICY 1

Require sponsors of major renovation or new development projects to improve and maintain the sidewalk space abutting their properties according to the guidelines contained in this Plan.

Sidewalk vaults or sub-sidewalk basements should not be permitted in new developments. Where there are existing sidewalk vaults or sub-sidewalk basements, project sponsors should be required to install or pay for the installation of subsurface footings, supports or foundations as may be required for future public improvements such as street trees, lights, trolley wire poles, signs, benches, transit shelters, etc. within the vault or sidewalk basement area.

POLICY 2

Where there are no trees, plant trees within the sidewalk space and the median strip. Maintain existing healthy trees and replace unhealthy ones.

Trees should be planted on center two feet from the curb, an average of 20 foot spacing along Van Ness Avenue. At major intersections, the trees might be grouped. Trees should be planted within the sidewalk or median space and should be at least four-inch caliper, 10 feet tall, have good taper, and be free of disease and pests.

Appropriate trees for planting in the median strip include *Eucalyptus calophylla* v. 'Hawkeye', *Eucalyptus rudis* (Desert Gum), and *Eucalyptus polyanthemus* (Silver Dollar Gum). Appropriate sidewalk canopy trees include two Lindens, *Tilia cordata*, and *Tilia tomentosa*, and *Platanus acerifolia*, Sycamore.

POLICY 3

Provide street trees with tree grates that have removable sections to adequately accommodate tree growth.

The design of the tree grates should be uniform throughout the length of the street.

POLICY 4

Incorporate low-growing ground cover around the tree plantings within the median strip.

Shrubs or hedges growing to a maximum height of three feet should be planted in addition to or in lieu of ground cover within the median strip. Ground cover species could include *Agapanthus africanus* (Lily of the Nile), Dwarf Lily of the Nile, as well as colorful Gazania, consistent with other plantings in the median along Van Ness.

Sidewalk Treatment

POLICY 5

Maintain existing sidewalk widths.

POLICY 6

Incorporate uniform sidewalk paving material, color, pattern and texture throughout the length of the Avenue.

Sidewalk and median strip paving materials should be concrete, light grey-tone in color, with a plain, brushed surface texture, except for a darker grey 12-inch curbside trim which should add a richness in color and texture to the Avenue.

POLICY 7

Trim sidewalk curbs with hydraulically pressed, pre-cut four-inch square stone paving blocks to a horizontal depth of 12 inches. Replace median pavements with grey tone interlocking paving blocks.

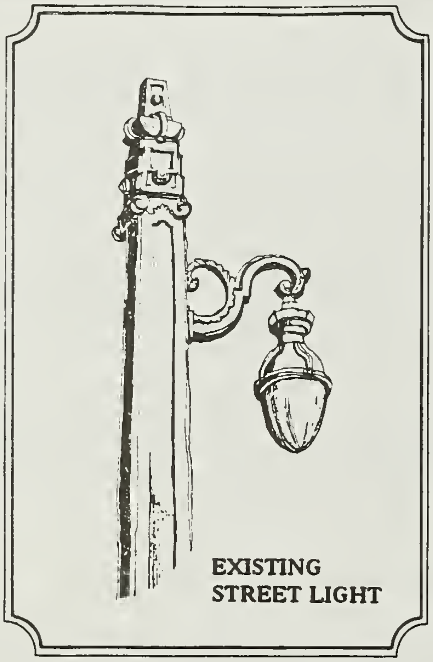
The stone pavers should be of a complementary medium grey-tone color (e.g., Hanover Prest Paving R.D. No. 4).

Street Lighting

POLICY 8

Assure a uniform architectural style, character and color in the design of street lights and poles.

Painting all the light poles along Van Ness Avenue a blue and gold color scheme, similar to that of the Civic Center light poles, would contribute to this special identity.



If feasible, existing street light poles should be maintained and enhanced in order to contribute to the special identity of the Avenue. The angle and color of illumination on existing and new street lights should be designed to minimize glare to nearby residential uses.

Lighting should not damage adjacent landscape plantings and should provide safe and attractive lighting for pedestrians.

Street Furniture

POLICY 9

Provide attractive street furniture at convenient locations and intervals throughout the length of the street.

New bus shelters or replacement shelters should be placed between the trees along the tree line of the sidewalk. Benches should be attached to the ground and located between the trees along the tree line of the sidewalk adjacent to bus stops.

POLICY 10

Cluster newspaper racks at specific corner locations.

News racks should be fixed to the ground and not attached to utility poles, or other street furniture; racks should not, as a clustered group, exceed six feet in length; and should provide an adequate visual clear zone at intersections for motorists' turning movements and adequate space within the sidewalk for free flow pedestrian circulation.

Newspaper racks should be clustered only at the intersections in the sidewalk space at the following locations along Van Ness Avenue and would not be allowed elsewhere.

WESTSIDE	EASTSIDE
South of Geary	North of McAllister
North of Pine	North of Golden Gate
South of Jackson	South of Geary
North of Union	North of Sutter
	South of Vallejo

Signs

POLICY 11

Permit general advertising signs, business signs and other identifying signs. Permitted signs should meet the following design criteria.

a) Signs should not feature any flashing, blinking, fluctuating or otherwise animated light. Likewise, signs should not feature any moving parts.

b) Wall signs shall not be less than 10 feet above grade and should not be higher than 45 feet above grade and should not be higher than the lowest residential window sill.

c) Projecting signs and general advertising signs should not be higher than 36 feet. Projecting signs shall in no case project more than 4 feet over the sidewalk.

d) General advertisement signs should conform to State Outdoor Advertisement regulations requiring that no advertising display shall be placed within 100 feet from another advertising display.

e) Signs should not be placed in front of windows.

TRANSPORTATION AND CIRCULATION

OBJECTIVE 9

PROVIDE SAFE AND EFFICIENT MOVEMENT AMONG ALL USERS ON VAN NESS AVENUE.

The Van Ness Avenue right of way performs many functions. It is a primary state highway carrying heavy auto and truck traffic. Two Municipal Railway routes — the 47 and 42 lines — travel most of its length as do Golden Gate transit buses. Appropriate measures are required to make certain this traffic flows smoothly. Measures must also be taken to assure that the sidewalk remains pleasant for the pedestrian and that the street will be as attractive a "front yard" for Van Ness Avenue residents as possible.

Transit Service

POLICY 1

Reduce conflicts between transit vehicles and other moving and parked vehicles. Aggressively enforce no parking regulations in bus zones.

POLICY 2

Provide clearly visible and readable street signs and bus stop signs to improve the legibility of bus stops for riders within the bus and for pedestrians. Such signage, however, should not overwhelm the design of the landscape/streetscape system. Provide safe and comfortable waiting areas for patrons by using well-directed street lighting and bus shelters.

POLICY 3

Investigate the feasibility of extending the California Street Cable Car line to the Nihonmachi Center via California Street, Webster or Buchanan Street to Sutter Street. Pending such an extension, provide a safe, comfortable and attractive terminus to the line at Van Ness Avenue. Extension of the cable car, if financially feasible, would provide more efficient use of the Cable Car line as a transit system for residents as well as an attractive means of transporting visitors to special places of interest.

POLICY 4

Investigate the feasibility and desirability of creating a MUNI Metro line along the Van Ness Corridor which would connect with a proposed light rail line along the northeastern waterfront.

This would create a loop rail transit line around the northeastern quadrant of the city. Although expensive to construct, a Van Ness subway would improve intercity and intra-regional transit service and would ease vehicular traffic flow above ground.

Auto Circulation

POLICY 5

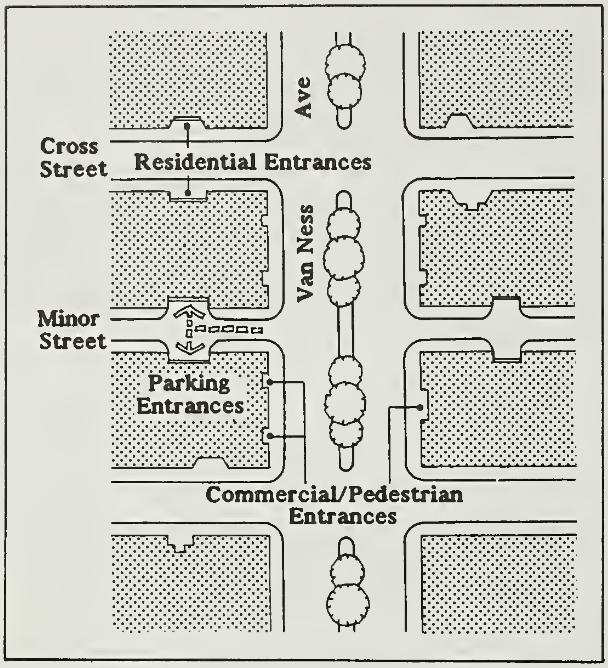
Whenever feasible, provide access to parking from minor east-west streets. Prohibit new parking access from Van Ness Avenue. For development of lots with no direct access to an east-west street, allow off-site provision of required parking as set forth in Section 159(c) of the Planning Code.

POLICY 6

Prohibit any new drive-up facilities.

POLICY 7

Investigate feasibility of developing Gough Street from Bay Street as a one way couple with Franklin Street.



Parking

POLICY 8

Require residential parking at a ratio of one parking space per dwelling unit.

POLICY 9

Adopt short-term parking rate structures for existing and new commercial parking resources to discourage commuter parking and provide visitor — shopper parking. Make accessory parking spaces available to the general public for use as short-term day or evening parking whenever possible.

POLICY 10

Encourage use of upper-story auto storage spaces within existing auto showrooms along Van Ness Avenue as community parking facilities for adjacent projects.

The use of these spaces for parking could be a highly desirable adaptive re-use of these buildings, a number of which are to be preserved under this Plan. Access to the parking should be from the side streets, not Van Ness.

Pedestrian Circulation

POLICY 11

Improve the efficient and free flowing use of sidewalk space in new development.

Sidewalk space along Van Ness Avenue is shared by pedestrians, transit patrons, sidewalk elevators, light fixtures, MUNI power poles, traffic signals, news racks, benches and street trees, and moving vehicles entering or exiting an on-site parking area. Design of sidewalk space associated with new development should reduce clutter and pedestrian obstacles. Existing sidewalk elevators should be removed as quickly as possible and they should be prohibited in new developments. The number of news racks should be kept to a minimum to improve the free flow of pedestrian activity. news racks should be maintained in an attractive fashion.

POLICY 12

Orient building entrances to enhance pedestrian circulation.

In addition to providing parking access for new developments fronting on Van Ness, the east-west minor streets should provide safe and attractive pathways for pedestrian travel. Major residential entrances should be designed very graciously and should front major east-west streets. Commercial entrances should be featured along Van Ness Avenue.

POLICY 13

Unify the design of trash bins, benches, news racks, street lighting fixtures, sidewalk surface treatment, canopies, awnings and bus shelters throughout the length of the street.

Freight Loading

POLICY 14

Discourage access to freight loading facilities from Van Ness Avenue.

Whenever possible, access to on-site freight loading spaces should be provided from minor or collector streets rather than from major thoroughfares. In instances where commercial uses front on Van Ness Avenue without convenient access to an off-street freight loading facility, priority should be given to allocating existing curb space on nearby east-west collector streets to truck loading zones. No parking rules for bus zones should be strictly enforced.

OBJECTIVES AND POLICIES FOR CONSERVATION

PRESERVATION OF HOUSING RESOURCES

OBJECTIVE 10

CONSERVE EXISTING HOUSING RESOURCES.

POLICY 1

Encourage preservation of existing housing structures unless adequate mitigation measures are initiated.

Existing housing is an important source of affordable housing and rental housing, both of which are important resources to retain. The demolition and conversion of existing housing units would therefore require Conditional Use authorization from the Planning Commission. In its evaluation of the Conditional Use application, the Commission would take into consideration the objectives of this Plan regarding the preservation of existing housing, the Residence Element of the Master Plan, and all applicable Citywide controls regarding the demolition of existing housing units.

PRESERVATION OF SIGNIFICANT BUILDINGS

OBJECTIVE 11

PRESERVE THE FINE ARCHITECTURAL RESOURCES OF VAN NESS AVENUE.

Van Ness Avenue has been endowed with a number of attractive buildings, mostly older buildings which individually reflect a flavor characteristic of San Francisco's unique architectural style and heritage. Collectively, these buildings contribute to a rich and attractive architectural environment for Van Ness Avenue. The most outstanding of these buildings provide a basis for establishing a theme and scale for the area's new development. They should be preserved and complemented by new development.

In the course of the economic evolution of the Avenue, it is likely that many of these significant buildings will be converted to other uses. In particular, the function of the street as the auto show room for the city has changed in the recent past and is likely to change even more in the future, with many of the auto agencies relocating. Preservation and adaptive re-use of these rather specialized structures, a number of which are significantly smaller than the allowable zoning envelope of the site, will require flexibility and imagination.

POLICY 1

Avoid demolition or inappropriate alteration of historically and architecturally significant buildings.

Van Ness Avenue is endowed with a number of architecturally rich and attractive buildings which impart upon the Avenue a special character and identity. Thirty-three buildings have been identified as deserving special consideration.

Although these buildings often share some common classical architectural features, each building is unique in its style and context.

Alteration of these historically and architecturally significant buildings should be carefully reviewed for conformity with the building-specific guidelines described. Demolition should be discouraged unless it is clearly established that the building has been rendered unsafe and unoccupiable and infeasible for rehabilitation due to fire, earthquake, or similar circumstances, or that substantial and irretrievable physical deterioration has occurred.

It would be appropriate to give these buildings special recognition and protection by designating these buildings as local landmarks.

The special features of these buildings and guidelines for their potential adaptive re-use or alteration are described in Appendix A.

POLICY 2

Allow relaxation of the residential use requirements and of parking requirements for buildings designated as city landmarks.

In order to give a strong economic incentive to preservation of those architecturally significant buildings along the Avenue which are classified as city landmarks, the conversion of uses in these buildings should be considered for exemption from the mandatory provision of on-site housing. Similarly, the conversion of uses in these buildings to office space should be exempted from the provisions of this Plan limiting the amount of office space allowed. These exemptions are designed to make retention and conversion of buildings classified as city landmarks as economically attractive as their demolition and subsequent construction of a mixed-use project conforming to the requirements of this plan.

POLICY 3

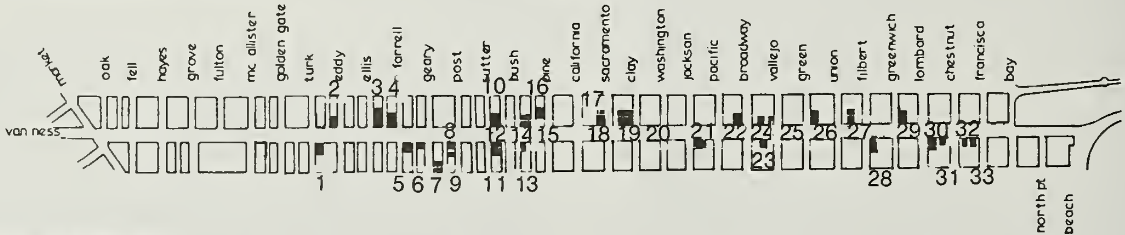
Encourage the retention and appropriate alteration of contributory buildings.

There is another group of buildings, listed in Appendix B, which are not of sufficient importance to justify their designation as landmarks. Nevertheless these buildings, referred to as contributory buildings, nevertheless, possess architectural qualities which are in harmony with the prevailing characteristics of the more significant landmark quality buildings. These buildings contribute to the character of the street and should be retained if possible.

POLICY 4

Encourage architectural integration of new structures with adjacent significant and contributory buildings.

The scale of new buildings — their height, bulk, shape and proportions — should not overwhelm buildings of historic and architectural importance. Designs should harmonize with those buildings by continuing compositional features such as horizontal lines (i.e., belt courses, cornices), window proportions, and overall facade divisions. While the use of color, materials and detailing should not draw unnecessary attention and create conflict with significant and contributory buildings, choices for stylistic treatment are to be left flexible.



SIGNIFICANT BUILDINGS

	AB/Lot	Address	Building
1.	742/6	700 Van Ness	Former Auto Showroom
2.	743/1	799 Van Ness	Commercial Showroom
3.	719/2	901 Van Ness	British Motors
4.	719/1	999 Van Ness	Cadillac Showroom
5.	715/5	1000 Van Ness	Don Lee Building
6.	715/9	1050 Van Ness	Grosvenor Inn
7.	694/4	1015 Polk	Offices
8.	694/11	1142 Van Ness	Concordia Club
9.	694/16	1141 Post	Apartments
10.	671/2	1301 Van Ness	Commercial Showroom
11.	670/12	1244 Sutter	Theatre
12.	670/13	1300 Van Ness	Regency Theater
13.	667/10	1400 Van Ness	Auto Showroom
14.	666/5	1401 Van Ness	Apartments
15.	666/4	1415 Van Ness	Auto Showroom
16.	666/29	1623/1631 Pine	Salesroom
17.	642/1	1699 Van Ness	Offices/Retail
18.	623/1	1745 Van Ness	Apartments
19.	623/1A	1735 Van Ness	Apartments
20.	623/1B	1725 Van Ness	Apartments
21.	595/5	2000 Van Ness	Medical Offices
22.	575/15	2117 Van Ness	Church
23.	571/12	2254 Van Ness	House
24.	570/29	2209 Van Ness	House
25.	570/1	2277 Van Ness	House
26.	546/4	2401 Van Ness	Church
27.	527/7	2517 Van Ness	House
28.	523/14A	2600 Van Ness	Apartments
29.	503/5	2701 Van Ness	Apartments
30.	499/3	2800 Van Ness	Flats
31.	499/7	2826 Van Ness	Flats
32.	478/11A	2906 Van Ness	House
33.	478/11B	2930 Van Ness	House

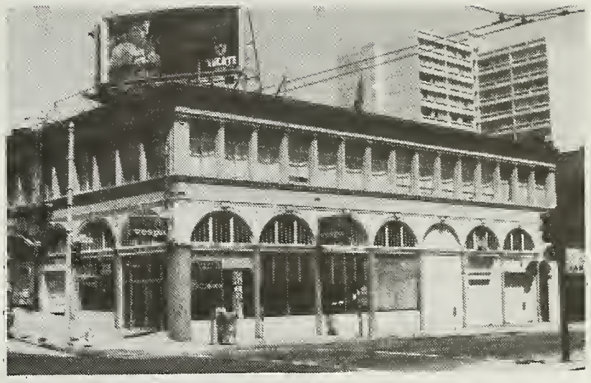
SIGNIFICANT BUILDINGS **Map 4**

APPENDIX A

SIGNIFICANT BUILDINGS

700 VAN NESS
NE Corner at Turk
(AB 742/6)

Commercial Showroom, former business college

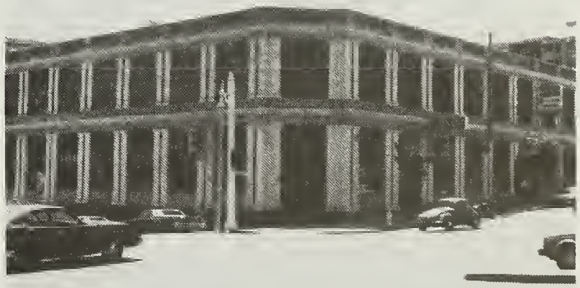


A pleasant two-story structure on a small site, distinguished by the lightness and proportions of its ground level arcade and second level windows, the quality of its decorative details, and the large glass areas of its exterior walls. Its appearance could be much improved by consistent treatment in the ground floor arched openings on both streets as well as with a more sympathetic color scheme.

The amount of solid wall surface is minimal in this building with only light-weight columns separating the arched ground floor openings, a condition which also prevails in the second story windows. The site size would not seem to permit a vertical addition with the kind of setbacks which would be necessary to maintain the architectural integrity and character of this building. It would be inappropriate to place anything of any weight above the almost tracery-like facades.

799 VAN NESS AVENUE
SW Corner at Eddy Street
(AB 743/1)

Commercial Showroom



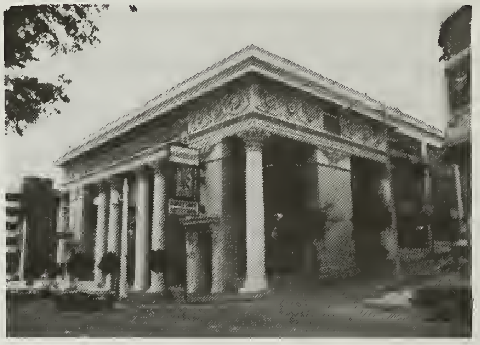
This two-story building is sandwiched (with intervening streets) between moderate-rise apartment buildings — 725 and 801 Van Ness — with which it has some commonalities despite the different scale. The chamfered corners at Eddy and Larch Streets reflect the angle of the slanted bay windows in the apartment buildings and the windows here and in 725 are multi-paned.

Unless the Larch Street level is used for parking, it might be necessary, if used commercially, to modify the windows on Van Ness somewhat as the existing windows on Van Ness do not permit visibility into the interior.

901 VAN NESS AVENUE
NW Corner of O'Farrell Street
(AB 719/2)

British Motors (originally Packard) Showroom

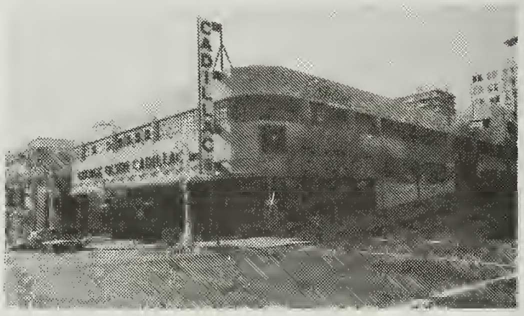
The architectural treatment of this building is decisively two-part. The monumental, columned, temple-like showroom facade on Van Ness returns along O'Farrell and Olive for two short bays and then the remainder of the facades on these two streets are industrial in appearance. In the Ellis Street facade, infill glazing between columns is an apparent recent alteration as its counterpart on Olive appears to be the original 1926 multi-paned industrial sash. This building is a designated City Landmark and any alterations would require a Certificate of Appropriateness.



999 VAN NESS AVENUE
SW Corner at O'Farrell Street
(AB 719/1)

Cadillac Showroom

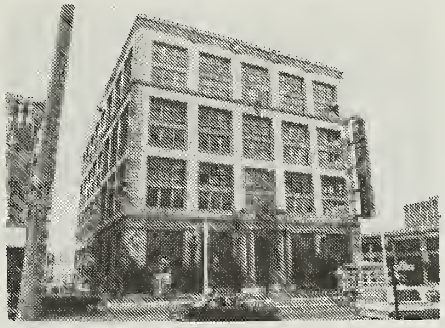
A rare and outstanding example of a Moderne auto showroom. The building, with its curving corners, powerful horizontal articulation in its sweeping upper-level solid and glass bands, and eccentric piers and pylons, appears to float above a glass base. Evidence suggests that this is the last of auto showrooms expressly built for that purpose on Van Ness. Its construction date was only 10 or 11 years after that of its neighbor, no. 901 across Olive Street, during which time buildings — as with the merchandise sold therein — became streamlined.



Alterations or additions should not be made to the Van Ness facade or the first two bays to the west. All significant interior features should be preserved intact.

1000 VAN NESS AVENUE
NE Corner at O'Farrell Street
(AB 715/5)

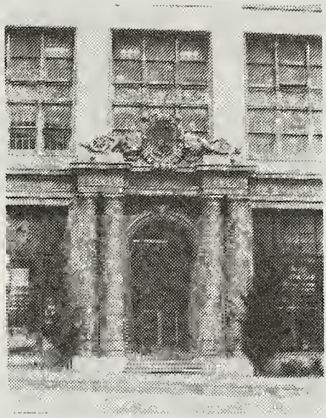
Don Lee Building



One of the two great temples to the automobile on Van Ness Avenue and a designated City Landmark. Its base, particularly the entrance, is monumental in scale and execution. The six upper floors, while bearing an excellent relationship to the base, take on architectural significance only when viewed with the base.

The interior fulfills the expectations gleaned from viewing the exterior. Monumentality is achieved and expressed in variations of the California architectural theme of the Spanish revival, also expressed by the cub bears atop columns on the Van Ness facade.

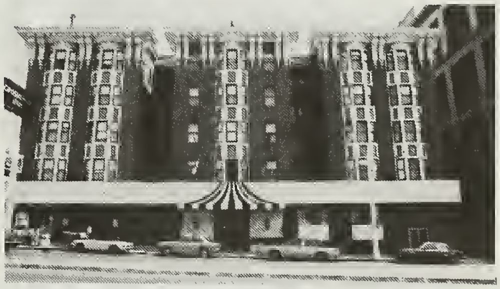
Alterations would require a Certificate of Appropriateness.



ENTRY TO
MULTIPLEX
THEATER
1998

1050 VAN NESS AVENUE
SE Corner at Geary Street
(AB 715/9)

Grosvenor Inn (formerly Richilieu Hotel)



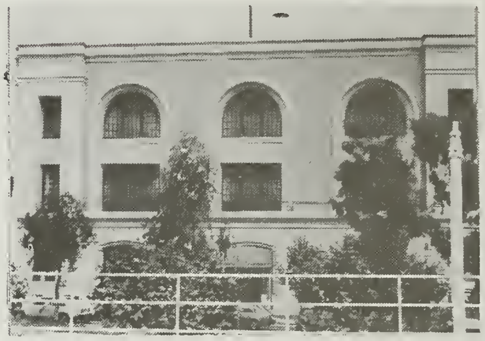
Boasting an overscaled, intricately detailed cornice, this building is highly compatible in height, bulk and architectural treatment with the buildings to the east, which when taken together comprise about 75% of the block frontage.

No alterations to the exterior should occur above the ground floor. However, the sign band at the first floor level should be removed and replaced with a cornice or some other architectural feature which would be more sympathetic to the building. Minor alterations to the ground floor are encouraged in order to bring it into closer conformity with its original state and as well as more sympathetic to the upper floors, and which would provide uses and window treatment which are more attractive to the pedestrian.

1142 VAN NESS AVENUE
SE Corner at Post Street
(AB 694/11)

Concordia Club

Reconstructed following severe fire damage, this classically inspired building bears a closer affinity to Civic Center buildings than to its automobile showroom and hotel neighbors. Nevertheless, it contributes positively to the Avenue's monumental character and identity.



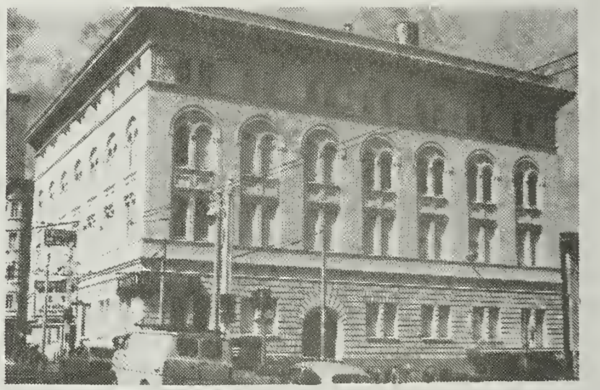
Over a rusticated ground floor facade, the upper two floors are treated as a single unit containing three two-story arched openings flanked by narrow pavilions at either end.

There should be no exterior alterations except those which might bring the uppermost part of the facade back to its probable original state of being capped by a cornice or parapet.

1300 VAN NESS AVENUE
NE Corner at Sutter Street
(AB 670/13)

Regency Theater

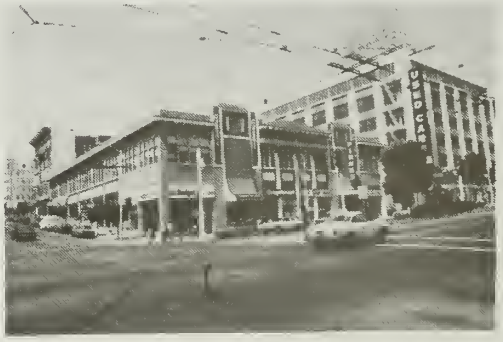
Presently a theater and formerly a fraternal lodge, this building is designed in the manner of an Italian palazzo (which architectural treatment is also given the adjacent building to the east). There should be no alterations to the architectural detailing of the facades except as may be necessary at ground level for its continued viability as a commercial structure and to enhance its interaction with the pedestrian.



1301 VAN NESS AVENUE
NW Corner at Sutter Street
(AB 671/2)

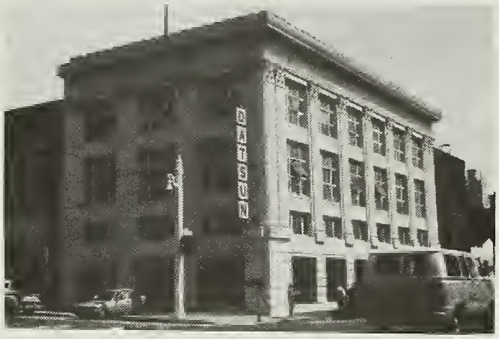
Commercial Showroom

A rare architectural style seldom seen in San Francisco, this Secessionist facade provides a high note of interest on Van Ness Avenue. The architectural features along the Van Ness facade and approximately three bays along Sutter Street should be preserved.



1400 VAN NESS
NE Corner at Bush Street
(AB 667/10)

This is a fine restrained Classical Revival auto showroom with a rusticated base and Corinthian pilasters. The bay and pilaster width relate to the width of the street, with the Van Ness facade having a larger scale than the Bush facade.

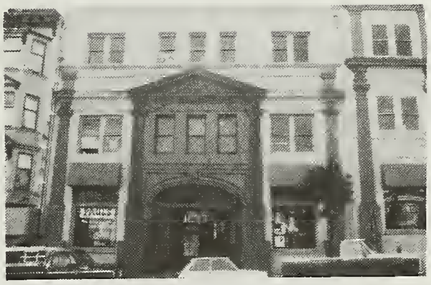


Because of the building's corner location it would be difficult to alter or add to without significantly harming its integrity; therefore the building should remain intact.

1623 & 1631 PINE STREET
South Side of Franklin, West of Van Ness
(AB 666/29)

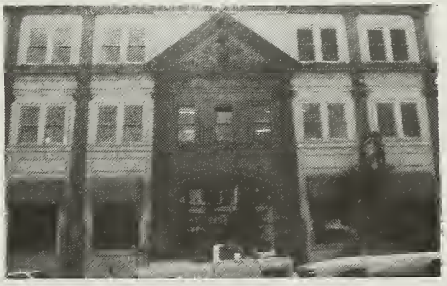
Commercial Buildings

These two buildings, not quite twins, were constructed in 1905 (no. 1623) and ca. 1908 (no. 1629) to attract the carriage trade of fashionable Van Ness Avenue and Pacific Heights. Originally the buildings housed Kelly's Stables which offered "fine equipages, livery and boarding stables." By 1911, the buildings housed automobiles. Gradually, however, the buildings assumed other automotive-oriented uses until today, after interior reconstruction and alterations, they are used for offices and the sale of various merchandise.



Both are three stories over basement and intended to be temple-like in their eclecticism in which they preceded their automobile counterparts by a couple of decades.

Architectural embellishments and their arrangement on both facades are similar and in many instances identical. The lower two stories of each are divided, into three parts in no. 1623 and five in no. 1629, by two-story corinthian pilasters. Each center section contains a typanum above the second floor and an arched entry at ground level. The uppermost portion of the facade of 1623 appears to have had some of its ornamentation removed.



Appropriate restoration of 1623 is encouraged.

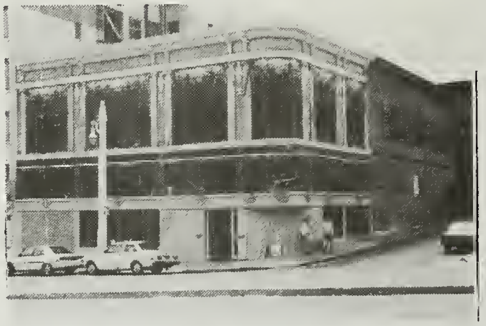
1401 VAN NESS
NW Corner at Bush Street
(AB 666/5)

This is a seven story post-fire apartment building. Its facade is richly articulated by bay windows, intact sixth story and roof cornices, and an ornamental fire escape.

Because of its corner location and two architecturally treated facades, it would be difficult to alter or add to without significantly harming its integrity; therefore it should be preserved intact.

1415 VAN NESS
NW Corner at Austin Street
(AB 666/4)

A post-fire auto showroom built around 1909, the building has recently changed use and design. Designed in an Italianate commercial style, the building retains its original bracketed cornice, floral-motif frieze, and the Ionic pilasters. Recent additions to the facade have unfortunately obscured much of the original detailing with fake-marble cladding.



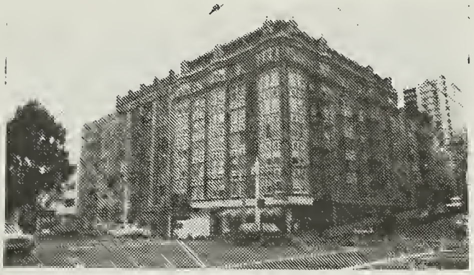
The architectural treatment extends two bays up Austin Street, allowing some flexibility for alterations or additions to the rear of the building.

1699 VAN NESS
SW Corner at Sacramento Street
(AB 642/1)

This building is a four story former auto showroom originally built for the Paige Motor Car Company and is presently in office and retail use. The building is marked by two story arches on the ground level differentiating between the functions of the building. The building has been placed on the National Register of Historic Places.

Because of its corner location, it could not be altered or added to without significantly harming its integrity, and therefore it should remain intact.

1725, 1735, and 1745 VAN NESS
Westside, between Sacramento and Clay Streets
(AB 623/1B, 1A and 1)

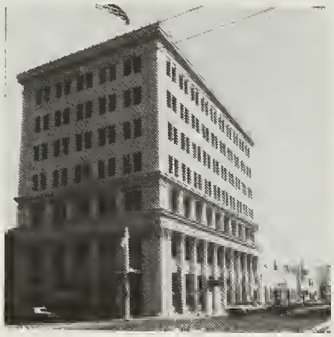


An excellent collection of three Gothic apartment buildings strongly related to each other by the use of similar materials, color, massing, scale, fenestration, bays, cornice and belt lines. 1745 Van Ness is located at the corner of Van Ness and Clay and the Clay facade serves to tie this group to a number of similar apartment buildings on Clay.

The corner building (1745 Van Ness) should be preserved intact. 1725 and 1735 Van Ness could receive minor alterations or additions to the rear without harming their integrity.

2000 VAN NESS AVENUE
NE Corner at Jackson Street
(AB 595/5)

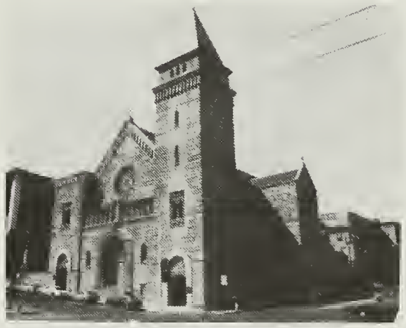
Medical Arts Building



A seven story medical office building with ground floor retail use. The base consists of the lower two floors in which paired windows are separated vertically by two-story Corinthian pilasters and separated horizontally by spandrels embellished with bas-relief ornamentation. Above the third floor windows a prominent belt runs the lengths of both facades and a cornice caps the top edge.

Because of its corner location, its present massing and its two highly visible, architecturally outstanding facades, no exterior alterations should occur.

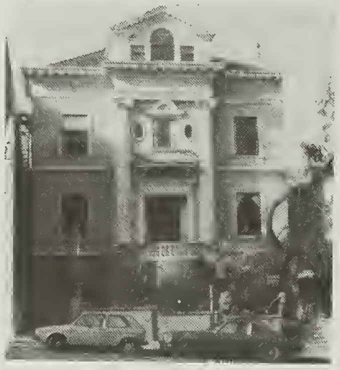
2117 VAN NESS
SW Corner at Broadway
(AB 575/15)



This is an important corner stone church designed in the Romanesque style. It is noteworthy for its entrance arch decoration, corner tower which is an important visual element in the streetscape, and an excellent second story arcade on the eastern facade.

Because of its massing and architectural treatment on four facades, it would be difficult to alter or add to without significantly harming its integrity, and therefore it should be retained intact.

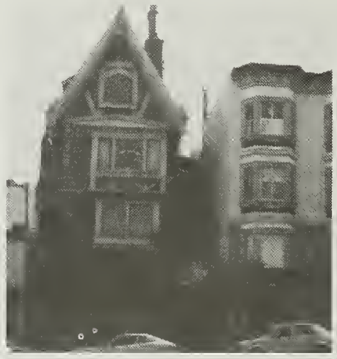
2209 VAN NESS
Westside, North of Broadway
(AB 570/29)



Located on a small rise and set back from the street, this is a three and a half story Palladian residence with a strongly emphasized central bay consisting of Ionic columns flanking the entrance, a second floor balcony, a Palladian window on the second story and the roof dormer, and an ornate cornice.

Because it is a freestanding structure, it would be difficult to alter or add to without significantly harming its integrity; the building should therefore remain intact.

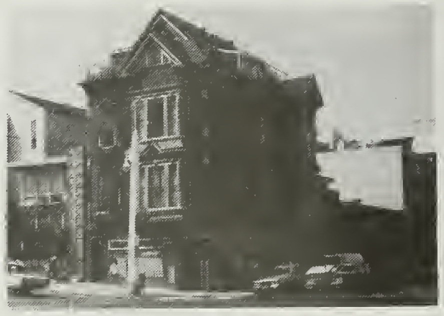
2254 VAN NESS
Eastside, South of Vallejo Street
(AB 571/12)



Located on a small rise and visible above a one story building to the north, this is a three-story Victorian residence with stick style influences, a steeply pitched roof, an ornate chimney stack and abundant detailing.

Because of its prominent location, its three architecturally treated facades, and its massing, it would be difficult to alter or add to without harming its integrity; the building should therefore remain intact.

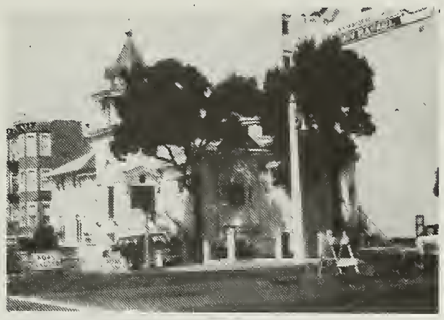
2277 VAN NESS
SW Corner at Vallejo Street
(AB 570/1)



This is a three and a half story Victorian residence recently converted to commercial use with a two story addition to the rear. The building has a strong presence on the street due to its prominent corner location, its square bay windows on both Van Ness and Vallejo, and a complicated gable roof.

Because of its corner location and two architecturally treated facades, only alterations or additions to the rear of the building are possible without significant harm to the structure's integrity. Additions to the rear should be kept below the level of the original cornice.

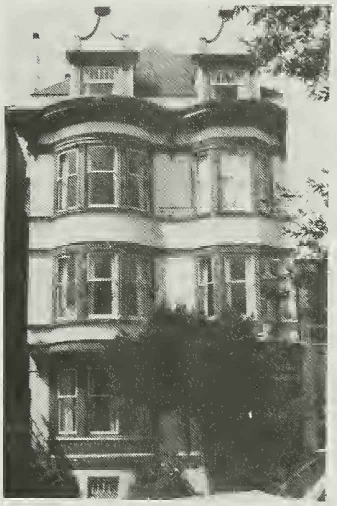
2401 VAN NESS
NW Corner at Green Street
(AB 546/4)



This is a small scale Byzantine style church with Baroque detailing. The style, massing and central form of the church are unusual in the Bay Area.

Because of its corner location, three architecturally treated facades and massing, it would be difficult to alter or add to without significantly harming its integrity; the building should therefore remain intact.

2517 VAN NESS
Westside, North of Union Street
(AB 527/7)

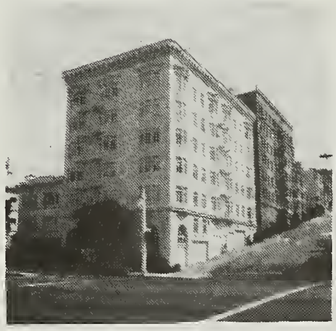


This is a three and a half story Victorian residence with an extremely articulated handling of the facade consisting of round- and three-sided bays, an impressive entrance flanked by double Ionic columns, ornate cornices and belt course, and an unusual treatment of the roof dormers.

Because of massing and scale, the building could not be altered without significant harm to its integrity and it should remain intact.

2600 VAN NESS AVENUE
Northeast at Filbert
(AB 523/14A)

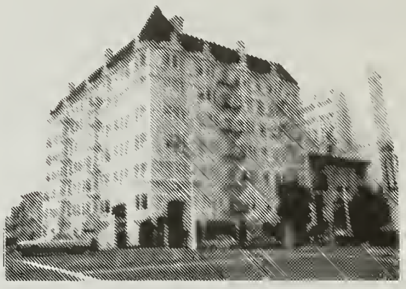
Apartment Building



This is a well-proportioned six story apartment building with good detailing throughout its facades. Above the rusticated basement, a belt course follows the plan outline of the facades including the tiers of bay windows which are separated horizontally by spandrels with bas-relief. A handsome cornice completes the architectural excellence of the building.

Because of its corner location and two architecturally significant facades, no exterior alterations should be permitted.

2701 VAN NESS AVENUE
NW at Greenwich Street
(AB 503/5)

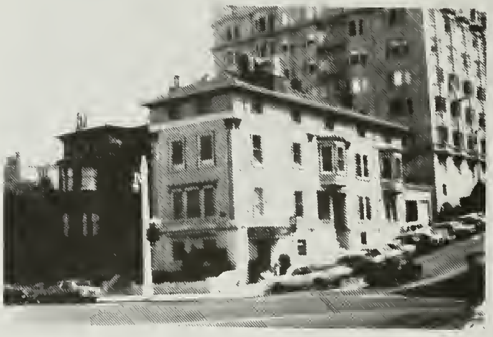


Apartment Building

This is a fine Chateau-like seven story apartment building. It is richly decorated with a two story entrance flanked by pilasters, mansard roof, octagonal chimneys and bays.

With its fine design and prominent corner location at the foot of a hill, the building could not only accept minimal alterations without harming its integrity.

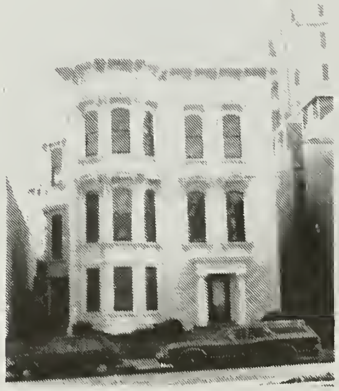
2800 VAN NESS AVENUE
NE Corner at Lombard Street
(AB 499/3)



This three story Victorian residence forms part of a fine group of pre-fire buildings between Lombard and Chestnut Streets which retain the scale and character of pre-fire Van Ness Avenue. Although two of the five buildings have been altered, the group remains coherent through use of similar scale and massing.

Because of its corner location and two architecturally treated facades, it could not be altered or added to without significant harm, and therefore it should be retained intact.

2826 VAN NESS AVENUE
Eastside, South of Chestnut Street
(AB 499/7)



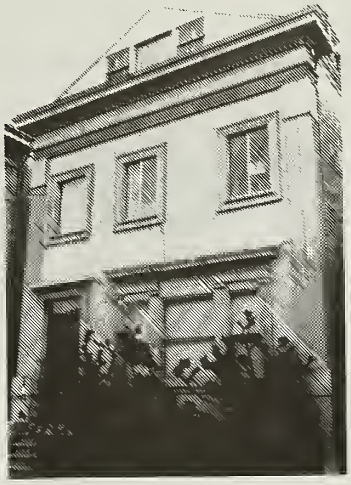
This is a three story Victorian residence, which is part of the group of pre-fire buildings on this section of Van Ness.

Because it is a free-standing structure, it could not be altered or added to without significant harm, and therefore it should be retained intact.

2906 VAN NESS AVENUE
Eastside, North of Chestnut Street
(AB 478/11A)

This is a three story Moderne Style residence, which has been converted to office use. It was one of five identical residences build in 1902.

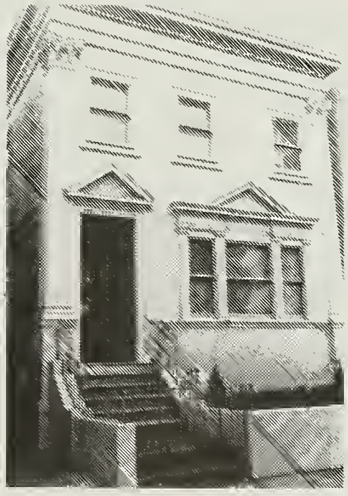
Because of the building's context and it being a freestanding structure, it could not be added to or altered without significant loss of architectural integrity, and therefore is should be retained intact.



2930 VAN NESS AVENUE
Eastside, North of Chestnut Street
(AB 478/11B)

This is a three story Moderne Style residence, which like 2906 Van Ness was on of five identical buildings constructed in 1902 by Herbert E. Law.

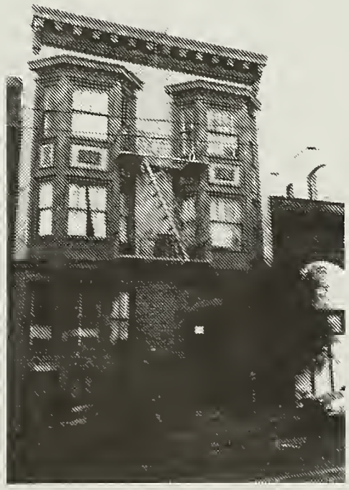
Because of the building's context and it being a freestanding structure, it could not be added to or altered without significant loss of architectural integrity, and therefore is should be retained intact.



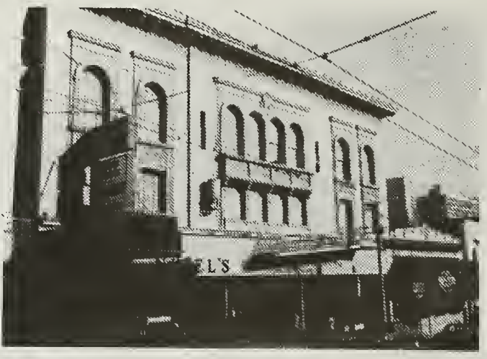
1141 POST STREET
South Side of Post Between Van Ness & Polk Street
(AB 694/16)

This three story Renaissance/Baroque style apartment building was constructed in 1914.

Because it is a freestanding structure, it would be difficult to alter or add to without significantly harming it integrity and should be retained intact.



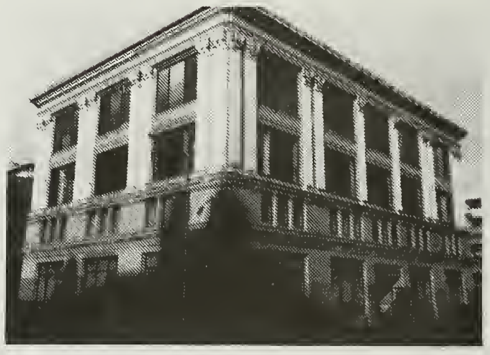
1244 SUTTER STREET
North Side of Sutter Between Van Ness & Polk Street
(AB 670/12)



This three story brick building northern Italian style constructed in 1911. The building served for many decades as the galleries of Butterfield & Butterfield auction house.

Because of the building's rich architectural styling and cultural importance as the home of Butterfield & Butterfield it should be retained intact.

1000 GEARY BOULEVARD or 1015 POLK STREET
NW Corner at Polk & Geary
(AB 694/4)



This four story reinforced concrete Renaissance/Baroque building was built in 1913. Architect John Galen Howard designed the building as a Pierce Arrow auto showroom. The use has since changed to offices.

Due to the freestanding structure's architect and architecture, it should be retained intact.

APPENDIX B

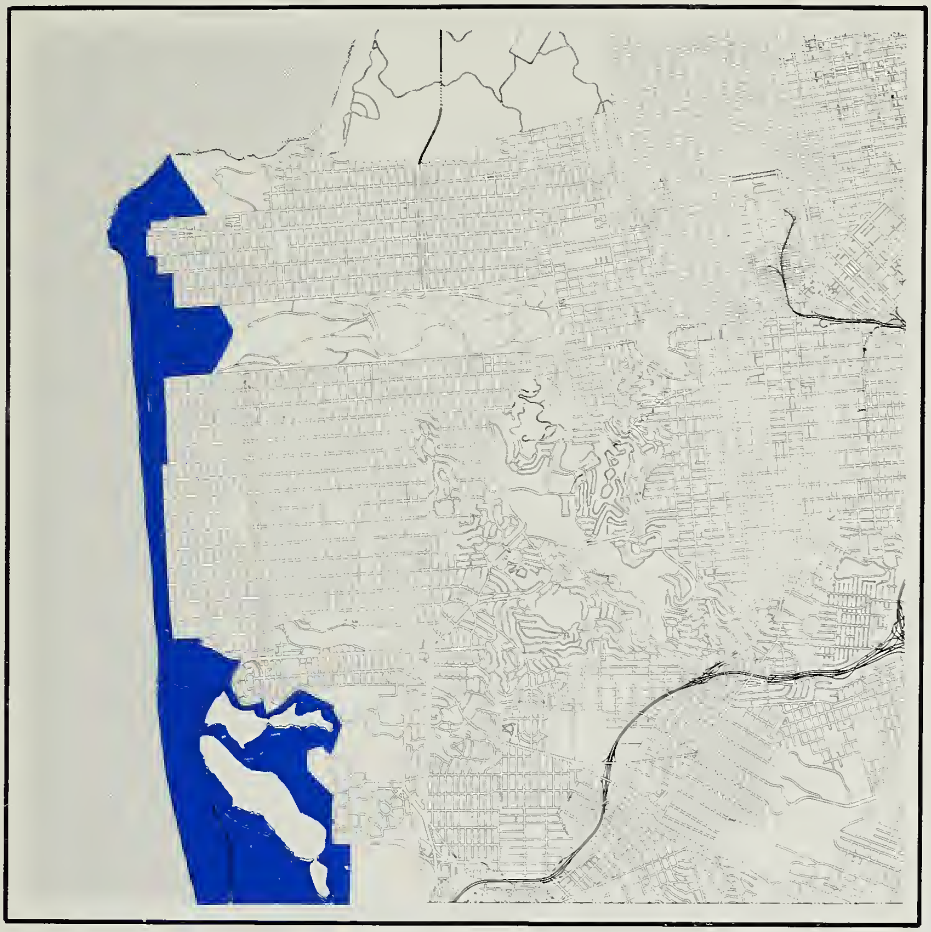
CONTRIBUTORY BUILDINGS

ADDRESS	NAME and/or Block/Lot
540 Van Ness	State Bldg. 766/7
590 Van Ness	766/8
646 Van Ness	Civil Serv. 763/11
690 Van Ness	763/12
714 Van Ness	742/7
725 Van Ness	743/2
740-790 Van Ness	742/9
800 Van Ness	739/5
801 Van Ness	738/5
840 Van Ness	739/9
850 Van Ness	739/10
916 Van Ness	718/12
928 Van Ness	718/13
950 Van Ness	Mercedes 718/21
1233 Van Ness	690/1A
1243-1245 Van Ness	690/1
1332 Van Ness	670/14
1336 Van Ness	670/15
1346-1350 Van Ness	670/16
1355 Van Ness	671/1
1414 Van Ness	Post Office 667/9
1430 Van Ness	667/11
1431 Van Ness	666/3
1441 Van Ness	666/1
1529 Van Ness	647/3
1595 Van Ness	Great Western 647/1
1600 Van Ness	Greenspan 643/18
1700 Van Ness	Oldsmobile 622/18
1730 Van Ness	622/19
1835 Van Ness	618/1B
1840 Van Ness	619/11
2128 Van Ness	574/15
2134 Van Ness	574/16
2200 Van Ness	Dante Hospital 571/5
2211 Van Ness	570/5
2307-2311 Van Ness	551/4
2321 Van Ness	551/2
2325 Van Ness	551/1B

ADDRESS	NAME and/or Block/Lot
2327 Van Ness	551/1A
2420-2424 Van Ness	547/9
2440 Van Ness	547/11
2444 Van Ness	547/12
2511-2515 Van Ness	527/8
2806 Van Ness	499/4
2820 Van Ness	499/5
2822 Van Ness	499/6
2900 Van Ness	478/11
2918 Van Ness	478/11D
659 Turk	763/13
664-72 Turk	742/4
755 Eddy	742/10
857 Ellis	739/12
864 Ellis	718/10
854 Ellis	718/9
840-50 Ellis	718/8
820-38 Ellis	718/6
925 O'Farrell	718/20
935 O'Farrell	718/19
951 O'Farrell	718/14
963 O'Farrell	718/17
1062 Geary	694/9A
1054-60 Geary	694/9
1040-52 Geary	694/8
1034-36 Geary	694/7
1028-30 Geary	694/6
1020 Geary	694/5
1105 Post or 1047 Polk	694/1
1045 Polk	694/2
1031 Polk	694/3
1115 Post	694/19
1133 Post	694/17
1143 Post	694/15
1151 Post	694/14
1153-57 Post	694/13
1159-63 Post	694/12
1217 Sutter	691/12A
1219 Sutter	691/12
1240 Sutter	670/11
1441 Bush	670/23
1445 Bush	670/22
1455-65 Bush	670/20
1452 Bush	667/8
1430-42 Bush	667/5
1533 Pine	667/14
1522 Bush	666/6
1540 Bush	666/6A
1565 Bush	671/7

WESTERN SHORELINE

WESTERN
SHORELINE



AN AREA PLAN OF THE MASTER PLAN OF
THE CITY AND COUNTY OF SAN FRANCISCO

WESTERN SHORELINE

AN AREA PLAN OF THE MASTER PLAN OF
THE CITY AND COUNTY OF SAN FRANCISCO

DEPARTMENT OF CITY PLANNING

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2. Western Shoreline Plan ———— II.6.4

WESTERN SHORELINE

INTRODUCTION

The conservation of the California coast has always been of interest and concern to San Francisco. From the early years of the city's history, the coastal beach and cliff areas have been an important recreational and natural resource to the people of San Francisco and the Bay Area. There has always been an intense interest among the city's citizens in maintaining the area for the use and enjoyment of the public. This position was underscored by the enthusiastic participation of the City in establishing the Golden Gate National Recreation Area and the overwhelming voter support for Proposition 20 in 1972 which led to the passage of the Coastal Act of 1976. Pursuant to that act San Francisco prepared a Local Coastal Program adopted by the City Planning Commission, and the Board of Supervisors, and certified by the California Coastal Commission on April 26, 1984.

The City Planning Commission is responsible for adopting and maintaining a comprehensive long-term general plan for future development of the City and County of San Francisco known as the Master Plan. The Plan is divided into a number of functional elements, including Urban Design, Residence, Recreation and Open Space, Commerce and Industry, Environmental Protection, Transportation, and a number of subarea plans, including the Civic Center Plan, Northeastern Waterfront Plan and the Central Waterfront Plan.

The policies of the Local Coastal Program, together with the addition of summary objectives to the various section headings to make it compatible with other area plans, are being incorporated in the City's Master Plan, as an area plan under the title Western Shoreline Plan.

The San Francisco Coastal Zone extends approximately 6 miles along the western shoreline from the Fort Funston cliff area in the south to the Point Lobos recreational area in the north. The south end of the Coastal Zone includes the Lake Merced area, the Zoo, the Olympic Country Club, and the seashore and bluff area of Fort Funston. The Coastal Zone spans the Ocean Beach shoreline and includes Golden Gate Park west of Fortieth Avenue, the Great Highway corridor and the adjacent residential blocks in the Sunset and Richmond districts. The north end of the seashore includes the Cliff House and Sutro Baths area, Sutro Heights Park, and Point Lobos recreational area.

Most of the San Francisco western shoreline is publicly owned. Golden Gate Park, the Zoo, and Lake Merced contain 60% of the 1,771 acres which comprise the Coastal Zone area. Another 25% of the Coastal Zone is within the Golden Gate National Recreation Area (GGNRA). Only 14% of the land is privately owned, and 9% of this land is within the Olympic Country Club area. The remainder 5% is private residential and commercial property which fronts or lies in close proximity to the seashore.

The Coastal Zone is the area shown on map 1.

The area covered by the Western Shoreline Plan is divided into ten subareas as listed below and shown on Map 2.

- The Great Highway
- Golden Gate Park
- The Zoo
- Lake Merced
- Ocean Beach
- Sutro Heights Park
- Cliff House Sutro Baths
- Fort Funston
- Olympic Country Club
- Richmond and Sunset Residential Neighborhoods

The Plan consists of transportation policies for the entire Coastal Zone and of specific policies relating to the ten subareas.

OBJECTIVES AND POLICIES

TRANSPORTATION

OBJECTIVE 1

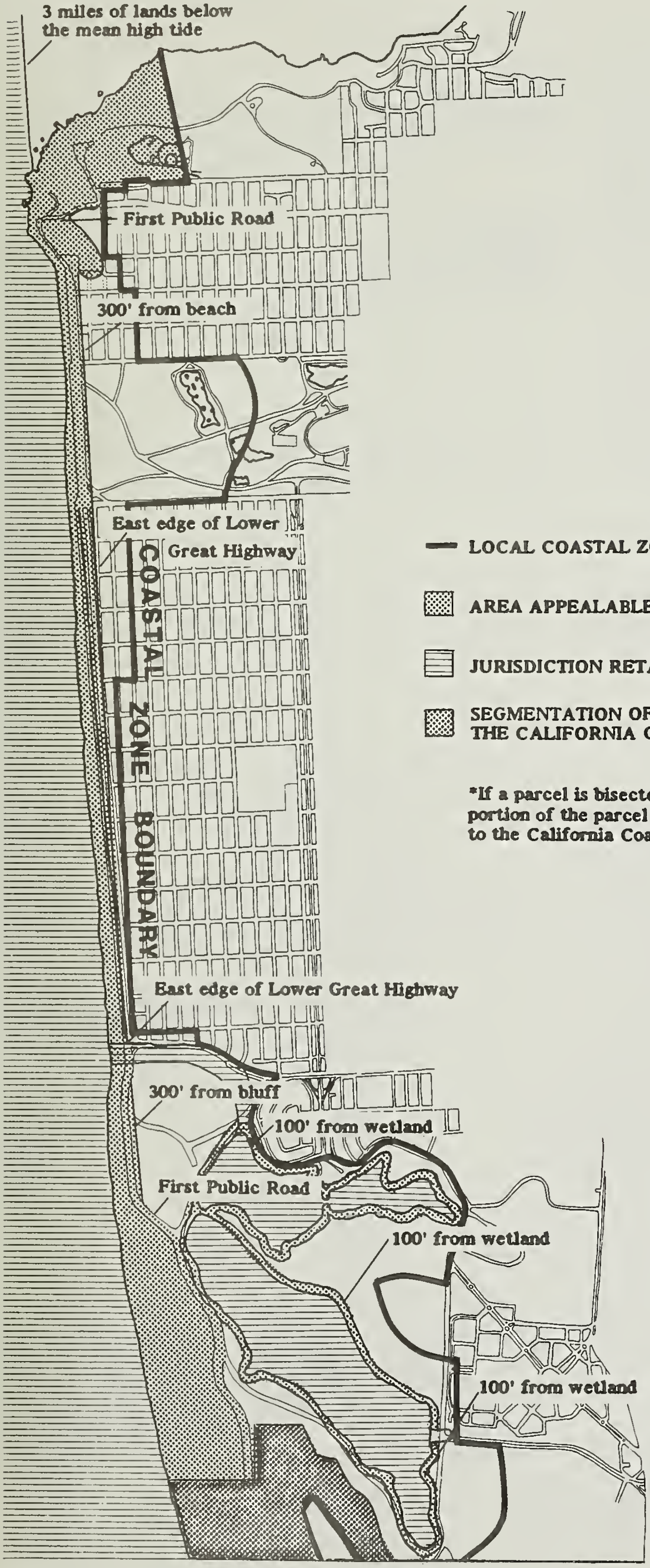
IMPROVE PUBLIC TRANSIT ACCESS TO THE COAST.

POLICY 1

Improve crosstown public transit connections to the coastal area, specifically Ocean Beach, the Zoo and the Cliff House.

POLICY 2

Provide transit connections amongst the important coastal recreational destinations.


3 miles of lands below the mean high tide
First Public Road
300' from beach
East edge of Lower Great Highway
COASTAL ZONE BOUNDARY
East edge of Lower Great Highway
300' from bluff
100' from wetland
First Public Road
100' from wetland
100' from wetland

▬ LOCAL COASTAL ZONE PERMIT AREA

▩ AREA APPEALABLE TO THE CALIFORNIA COASTAL COMMISSION*

☰ JURISDICTION RETAINED BY THE CALIFORNIA COASTAL COMMISSION

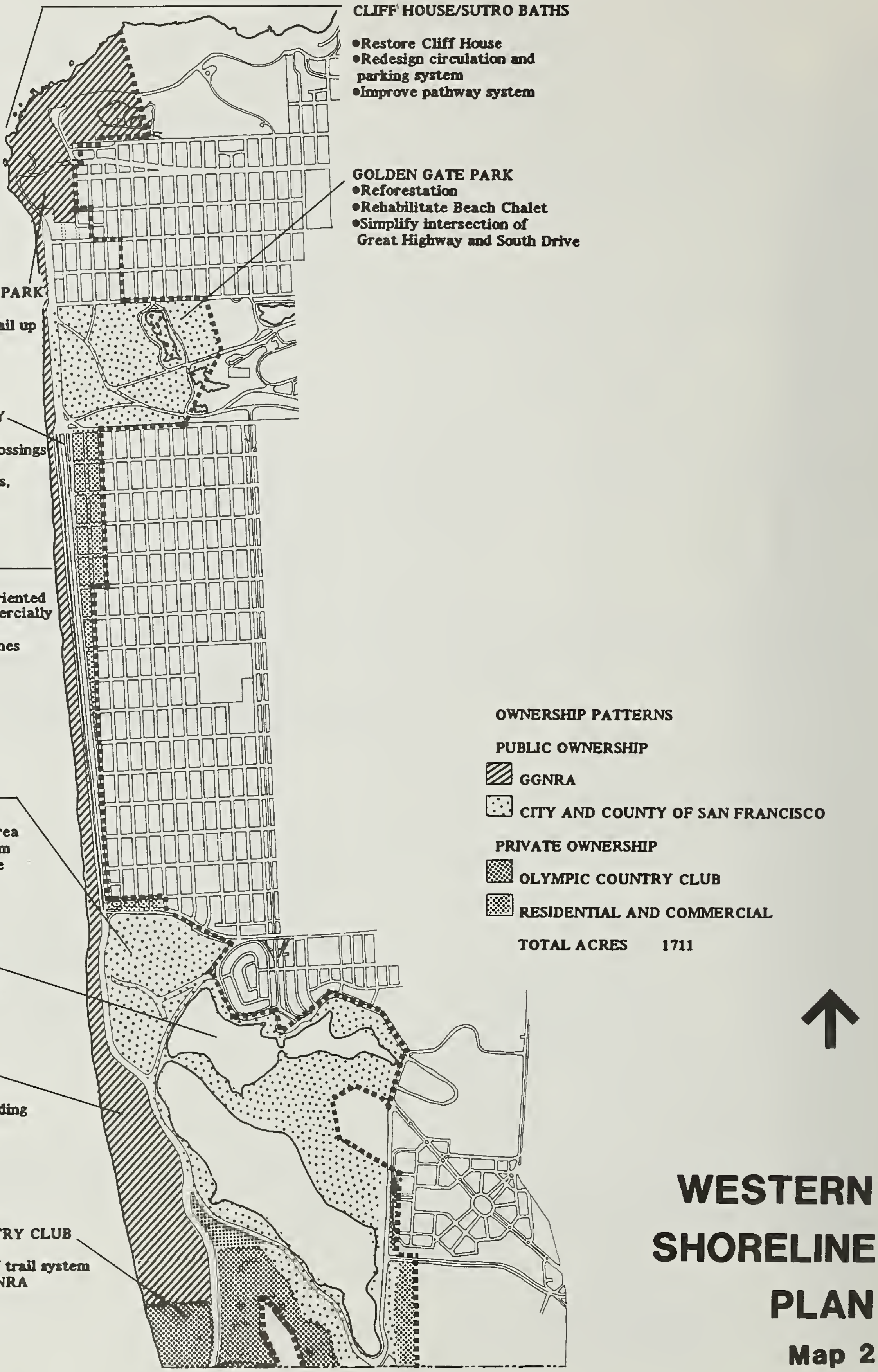
▩ SEGMENTATION OF OLYMPIC COUNTRY CLUB AREA BY THE CALIFORNIA COASTAL COMMISSION

*If a parcel is bisected by the appeal area boundary, only that portion of the parcel within the appeal area is subject to appeal to the California Coastal Commission.

↑

COASTAL ZONE AREA

Map 1



CLIFF HOUSE/SUTRO BATHS

- Restore Cliff House
- Redesign circulation and parking system
- Improve pathway system

GOLDEN GATE PARK

- Reforestation
- Rehabilitate Beach Chalet
- Simplify intersection of Great Highway and South Drive

SUTRO HEIGHTS PARK

- Provide a new trail up south slope ✓

GREAT HIGHWAY

- Provide grade crossings with signals, walkways, and landscaping

OCEAN BEACH

- Provide visitor oriented services at commercially zoned areas
- Stabilize sand dunes

ZOO

- Expand display area
- Provide wind berm
- Enhance entrance

LAKE MERCED

- Phase out police pistol range

FORT FUNSTON

- Regulate hanggliding

OLYMPIC COUNTRY CLUB

- Consolidate bluff trail system
- Easement to GGNRA

OWNERSHIP PATTERNS

PUBLIC OWNERSHIP

▨ GGNRA

⬚ CITY AND COUNTY OF SAN FRANCISCO

PRIVATE OWNERSHIP

▩ OLYMPIC COUNTRY CLUB

▦ RESIDENTIAL AND COMMERCIAL

TOTAL ACRES 1711

WESTERN SHORELINE PLAN

Map 2

POLICY 3

Connect local transit routes with regional transit, including BART, Golden Gate Transit, and the Golden Gate National Recreation Transit.

POLICY 4

Provide incentives for transit usage.

POLICY 5

Consolidate the Municipal Railway turnaround at the former Playland-at-the-Beach site.

POLICY 6

Provide transit shelters at the beach for transit patrons.

THE GREAT HIGHWAY

OBJECTIVE 2

REDESIGN THE GREAT HIGHWAY TO ENHANCE ITS SCENIC QUALITIES AND RECREATIONAL USE.

POLICY 1

Develop the Great Highway right-of-way as a four lane straight highway with recreational trails for bicycle, pedestrian, landscaping, and parking. Emphasize slow pleasure traffic and safe pedestrian access to beach.

POLICY 2

Maintain the landscaped recreational corridor adjacent to the development at the former Playland-at-the-Beach site to provide a link between Golden Gate park and Sutro Heights park.

POLICY 3

Provide for a continuation of the bicycle trail by an exclusive bicycle lane on public streets between the Great Highway and Point Lobos.

POLICY 4

Improve public access to Ocean Beach from Golden Gate Park by providing a landscaped bridge over vehicular underpass, if funds are not available improve public access by providing grade crossings with signals, walkways, lighting and landscaping.

POLICY 5

Locate parking for users of Ocean Beach and other coastal recreational areas so that the Great Highway need not be crossed. Provide limited parking east of the highway for park use. Design parking to afford maximum protection to the dune ecosystem.

POLICY 6

Provide permanent parking for normal use required by beach users in the Great Highway corridor (taking into account the increased accessibility by transit); provide multiple use areas which could be used for parking at peak times, but could be used for recreational uses when not needed for parking.

POLICY 7

Improve pedestrian safety by providing clearly marked crossings and installing signalization.

POLICY 8

Enhance personal safety by lighting parking areas and pedestrian crossings.

POLICY 9

Improve public access to Ocean Beach south of Lincoln Avenue by providing grade crossing with signals and walkways at every other block.

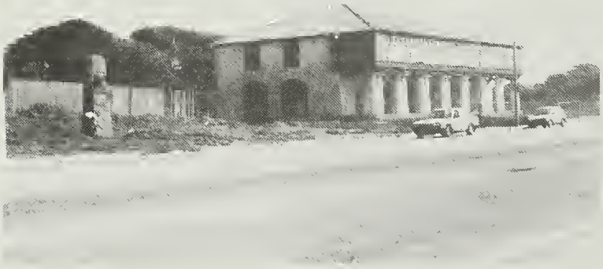
GOLDEN GATE PARK

OBJECTIVE 3

ENHANCE THE RECREATIONAL CONNECTION BETWEEN GOLDEN GATE PARK AND THE BEACH FRONTAGE.

POLICY 1

Strengthen the visual and physical connection between the park and beach. Emphasize the naturalistic landscape qualities of the western end of the park for visitor use. When possible eliminate the Richmond-Sunset sewer treatment facilities.



POLICY 2

Continue to implement a long-term reforestation program at the western portion of the park.

POLICY 3

Develop and periodically revise a Master Plan for Golden Gate Park to include specific policies for the maintenance and improvement of recreational access in the western portion of the park.

POLICY 4

Rehabilitate the Beach Chalet for increased visitor use.

THE ZOO

OBJECTIVE 4

IMPROVE THE QUALITY OF THE ZOO AND ITS RELATIONSHIP TO THE COASTAL ZONE RECREATIONAL SYSTEM.

POLICY 1

Maintain the landscaped park-like atmosphere of the Zoo.

POLICY 2

Enhance visitor interest in the Zoo by pursuing a specific Zoo Master Plan for modernization and improvement of Zoo facilities and enhancement of the animal collection.

POLICY 3

Allow location of a sewage treatment plant and a pump station to serve the western area of San Francisco on Zoo property. Locate and design the facilities to maximize their joint use by the Zoo.

SAN
FRANCISCO
ZOO

POLICY 4

Expand the existing Zoo area west toward the Great Highway and south toward Skyline Boulevard.

POLICY 5

Provide a wind berm along the Great Highway for protection and public viewing of Ocean Beach and the Pacific Ocean.

POLICY 6

Enhance the entrance to the Zoo by providing visitor amenities at the northwest corner.

POLICY 7

Provide parking near the entrance to the Zoo for those visitors who cannot reasonably use public transportation.

POLICY 8

Provide for the reasonable expansion of the Recreation Center for the Handicapped for recreation purposes. Accommodate that expansion in a way that will not inhibit the development of either the Zoo or the treatment plant.

LAKE MERCED

OBJECTIVE 5

PRESERVE THE RECREATIONAL AND NATURAL HABITAT OF LAKE MERCED.

POLICY 1

Preserve in a safe, attractive and usable condition the recreational facilities, passive activities, playgrounds and vistas of Lake Merced area for the enjoyment of citizens and visitors to the city.

POLICY 2

Maintain a recreational pathway around the lake designed for multiple use.

POLICY 3

Allow only those activities in Lake Merced area which will not threaten the quality of the water as a standby reservoir for emergency use.

POLICY 4

As it becomes obsolete, replace the police pistol range on the southerly side of South Lake with recreational facilities.

OCEAN BEACH

OBJECTIVE 6

MAINTAIN AND ENHANCE THE RECREATIONAL USE OF SAN FRANCISCO'S OCEAN BEACH SHORELINE.

POLICY 1

Continue Ocean Beach as a natural beach area for public recreation.

POLICY 2

Improve and stabilize the sand dunes where necessary with natural materials to control erosion.

POLICY 3

Keep the natural appearance of the beach and maximize its usefulness by maintaining the beach in a state free of litter and debris.

POLICY 4

Maintain and improve the physical condition and appearance of the Esplanade between Lincoln Way and the Cliff House.

POLICY 5

Enhance the enjoyment of visitors to Ocean Beach by providing convenient visitor-oriented services, including take-out food facilities.

POLICY 6

Extend the seawall promenade south to Sloat Boulevard as funds become available.

SUTRO HEIGHTS PARK

OBJECTIVE 7

PRESERVE AND RESTORE SUTRO HEIGHTS PARK.

POLICY 1

Continue the use of Sutro Heights Park as a park, preserve its natural features, and retain its quiet neighborhood orientation.

POLICY 2

Restore elements of the historic garden and landscaping and include minor interpretive displays and seating areas.

POLICY 3

Improve access between Golden Gate Park and Sutro Heights Park by providing a new trail system up the south slope of Sutro Heights Park within the La Playa Street right-of-way for equestrians, pedestrians and joggers.

POLICY 4

Protect the natural bluffs below Sutro Heights Park. Keep the hillside undeveloped in order to protect the hilltop landform, and maintain views to and from the park. Acquire the former Playland-at-the-Beach site north of Balboa if funds become available.

CLIFF HOUSE - SUTRO BATHS

OBJECTIVE 8

MAINTAIN THE VISITOR ATTRACTIVENESS OF THE CLIFF HOUSE AND SUTRO BATH COMPLEX.

POLICY 1

Develop the Cliff House/Sutro Bath area as a nature-oriented shoreline park. Permit limited commercial-recreation uses if public ownership is retained and if development is carefully controlled to preserve the natural characteristics of the site.

POLICY 2

Restore the Cliff House to its 1909 appearance or, if financially feasible, to an accurate replica of the original 1890 structure.

POLICY 3

Insure hiker safety by providing a clearly marked and well maintained pathway system.

POLICY 4

Redesign parking and vehicular circulation in the area to relieve congestion and provide for the safety of pedestrians crossing Point Lobos.

POLICY 5

To increase visitor enjoyment, mitigate the noise and air pollution caused by tour buses by relocating bus waiting areas.

FORT FUNSTON

OBJECTIVE 9

CONSERVE THE NATURAL CLIFF ENVIRONMENT ALONG FORT FUNSTON.

POLICY 1

Maximize the natural qualities of Fort Funston. Conserve the ecology of entire Fort and develop recreational uses which will have only minimal effect on the natural environment.

POLICY 2

Permit hanggliding but regulate it so that it does not significantly conflict with other recreational and more passive uses and does not impact the natural quality of the area.

OLYMPIC COUNTRY CLUB

OBJECTIVE 10

RETAIN THE OPEN SPACE QUALITY OF THE OLYMPIC COUNTRY CLUB AREA.

POLICY 1

If the private golf course use is discontinued, acquire the area for public recreation and open space, if feasible.

POLICY 2

Maintain the existing public easement along the beach. Encourage the granting of an additional easement by the Olympic Country Club to the National Park Service for public use and maintenance of the sensitive bluff area west of Skyline Boulevard as part of the Golden Gate National Recreation Area.

POLICY 3

Protect the stability of the westerly bluffs by consolidating the informal trails along the bluff area into a formal trail system which would be clearly marked. Coordinate the lateral trail system along the bluff with the San Mateo trail system south of the San Francisco boundary.

RICHMOND AND SUNSET RESIDENTIAL NEIGHBORHOODS

OBJECTIVE 11

PRESERVE THE SCALE OF RESIDENTIAL AND COMMERCIAL DEVELOPMENT ALONG THE COASTAL ZONE AREA.

POLICY 1

Preserve the scale and character of existing residential neighborhoods by setting allowable densities at the density generally prevailing in the area and regulating new development so its appearance is compatible with adjacent buildings.

POLICY 2

Develop the former Playland-at-the-Beach site as a moderate density residential apartment development with neighborhood commercial uses to serve the residential community and, to a limited extent, visitors to the Golden Gate National Recreation Area.

POLICY 3

Continue the enforcement of citywide housing policies, ordinances and standards regarding the provision of safe and convenient housing to residents of all income levels, especially low- and moderate-income people.

POLICY 4

Strive to increase the amount of housing units citywide, especially units for low- and moderate-income people.

POLICY 5

Work with federal and state funding agencies to acquire subsidy assistance for private developers for the provision of low- and moderate-income units.

POLICY 6

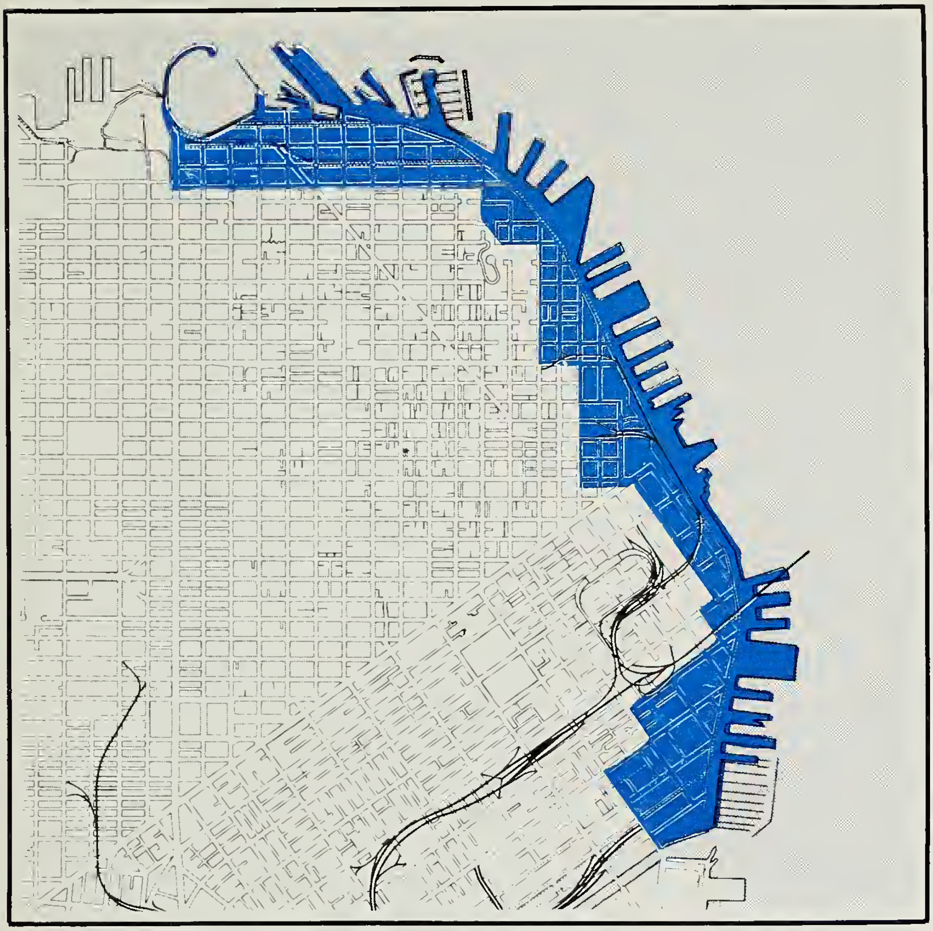
Protect the neighborhood environment of the Richmond and Sunset residential areas from the traffic and visitor impacts from the public using adjacent recreation and open space areas.

POLICY 7

Maintain a community business district along Sloat Boulevard within the Coastal Zone to provide goods and services to residents of the outer Sunset and visitors to the Zoo and Ocean Beach.

NORTHEASTERN WATERFRONT

NORTHEASTERN
WATERFRONT



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MASTER PLAN

NORTHEASTERN WATERFRONT

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DEPARTMENT OF CITY PLANNING

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NORTHEASTERN WATERFRONT

INTRODUCTION

Background

San Francisco is a compact city, surrounded on three sides by the Pacific Ocean and San Francisco Bay. From the beginning, the waterfront has played an intimate role in the City's industrial, commercial, and recreational life.

Although San Francisco Bay was discovered by the Spaniards in 1775, it was not until the 1849 gold rush that the region had its first wave of population growth. The focus of the growth was in the area adjacent to the Bay where deep and protected waters provided a natural harbor. This area is now the Northeastern Waterfront and includes Fisherman's Wharf to China Basin. Much of this area was developed on Bay fill as the original shoreline skirted the base of what are known as Telegraph, Rincon, and Potrero Hills.

During these early days, the waterfront was a lively part of town, busy with sailors and those hoping to earn their fortunes in the gold fields. City dwellers would stroll along the waterfront and enjoy the marvelous view of the Port and the Bay. The nearby hillsides were the sites of the earliest settlements and later became fashionable neighborhoods.

Through World War II, the waterfront retained its image of a thriving port and center of the City's economic vitality. The Ferry Building, located at the foot of Market Street, became a landmark structure symbolic of the City's ties with the Bay Area and the World. The western half of San Francisco's waterfront, from Aquatic Park, west to the Presidio and south along Ocean Beach to the County line was developed for military and recreational use and in recent years has become part of the magnificent Golden Gate National Recreational Area.

With the passage of time, however, the Northeastern Waterfront became increasingly separated from the rest of the City and began to decline in activity. The completion of the Bay Bridge in the 1930's foreshadowed the end of the Trans-Bay ferry service and diminished the role of the Ferry Building. Today, major portions of the waterfront are traversed by freeways and inundated with parking lots creating visual and physical barriers to the Bay and impeding the revitalization of this part of the City. Changes in transportation technology related to the movement of goods by water also contributed to the decline of the waterfront. The placement of cargo in standardized containers has resulted in dramatic shifts in maritime transportation patterns. Containerization has shifted the emphasis from the traditional breakbulk method of cargo handling, for which the Port's finger piers were designed, and has created the need for large modern facilities requiring considerable capital investment and backland support areas.

Although the Port of San Francisco was, at the end of World War II, the largest port in the region, the Port of Oakland was first to develop containerized facilities. Oakland had the advantage of large, undeveloped flat land necessary for the storage of containers as well as better rail and highway connections to eastern markets. Today, portions of San Francisco's Northeastern Waterfront continue to be used for break-bulk cargo handling, ship repair, and related activities; however, some of the piers are vacant and dilapidated and some of the land is underutilized.

The Port's maritime development strategy calls for the maintenance of existing viable maritime functions in the Northeastern Waterfront and the consolidation and expansion of new maritime and industrial development in the Central and Southern Waterfront south of China Basin for efficiency of operations, availability of adequate backland, and landside transportation advantages.

While there is substantial demand for a variety of uses on the Northeastern Waterfront, the type and magnitude of new uses should not reflect what is possible, but rather, what is desirable from the broadest public interest point of view. Although growth continues in office employment, particularly in the areas of services and finance, the ability of the City to maintain and attract new blue collar jobs has become increasingly difficult. The problem is worsened by high costs of land, lack of available area suitable for industrial expansion, and traffic congestion on major travel corridors. In addition to office, industrial, and shipping activities, a substantial portion of the City's economy is related to tourism. Hotel, restaurant and retail uses are large employers, particularly of the minority population. Although there is a demand for additional tourist-related development, it must be carefully balanced against the need for recreation, open space, and new housing on the Northeastern Waterfront and the community desire not to replicate or compete with other tourist areas in the City.

The Future of the Northeastern Waterfront

The Northeastern Waterfront Plan recommends objectives and policies designed to contribute to the waterfront's environmental quality, enhance the economic vitality of the Port and the City, preserve the unique maritime character, and provide for the maximum feasible visual and physical access to and along the Bay.

In the Northeastern Waterfront in areas where piers are sound, shipping and related maritime uses will be maintained and expanded. On lands no longer needed for

maritime purposes, the predominant uses will be open space and water-oriented public recreation. On inland areas, the predominant uses will be residential and office development. The waterfront would be re-integrated with the fabric of the City. Barriers to the waterfront from inland areas, including the Embarcadero Freeway, parking under it and on open piers would be removed. The Embarcadero roadway would become a landscaped waterfront boulevard, linking the Northeastern Waterfront with other portions of the shoreline. A rail transit system would run along the Embarcadero reducing the need for auto travel and on-site parking. Pedestrian and bicycle ways would connect recreational areas with community facilities, historic and architecturally significant buildings, residential areas, and employment centers. An authentic maritime character and strong sense of historic continuity combined with increased visibility of the natural attributes of the Bay would reinforce the special identity of the area.

To achieve these goals, the Plan recommends general objectives and policies for Land Use, Transportation, and Urban Design and recommends specific objectives and policies for five geographic subareas: Fisherman's Wharf (which extends from the Municipal Pier at Van Ness Avenue to Pier 35); the Base of Telegraph Hill (Pier 35 through Pier 9); the Ferry Building Area (Pier 7 through Pier 24); the North China Basin Area (Pier 26 through Pier 46); and the Embarcadero Corridor which extends along the right-of-way of the Embarcadero from north to south and intersects the four other subareas.

Fisherman's Wharf Area
(Municipal Pier to Pier 35)

Fisherman's Wharf contains portions of the Golden Gate Recreation Area at Aquatic Park, hotels, restaurants and specialty shops, the reuse of historic buildings for major commercial centers at Ghirardelli Square and the Cannery, Fish Alley and the berthing basin for what remains of the commercial fishing fleet and the recent Pier 39 development. Policies for Fisherman's Wharf include a new breakwater in the vicinity of Hyde Street to protect the fishing basin and enable the fishing fleet to expand, limitations on the amount and type of new commercial recreational development that may occur, and transit and parking improvements to upgrade circulation and reduce congestion.

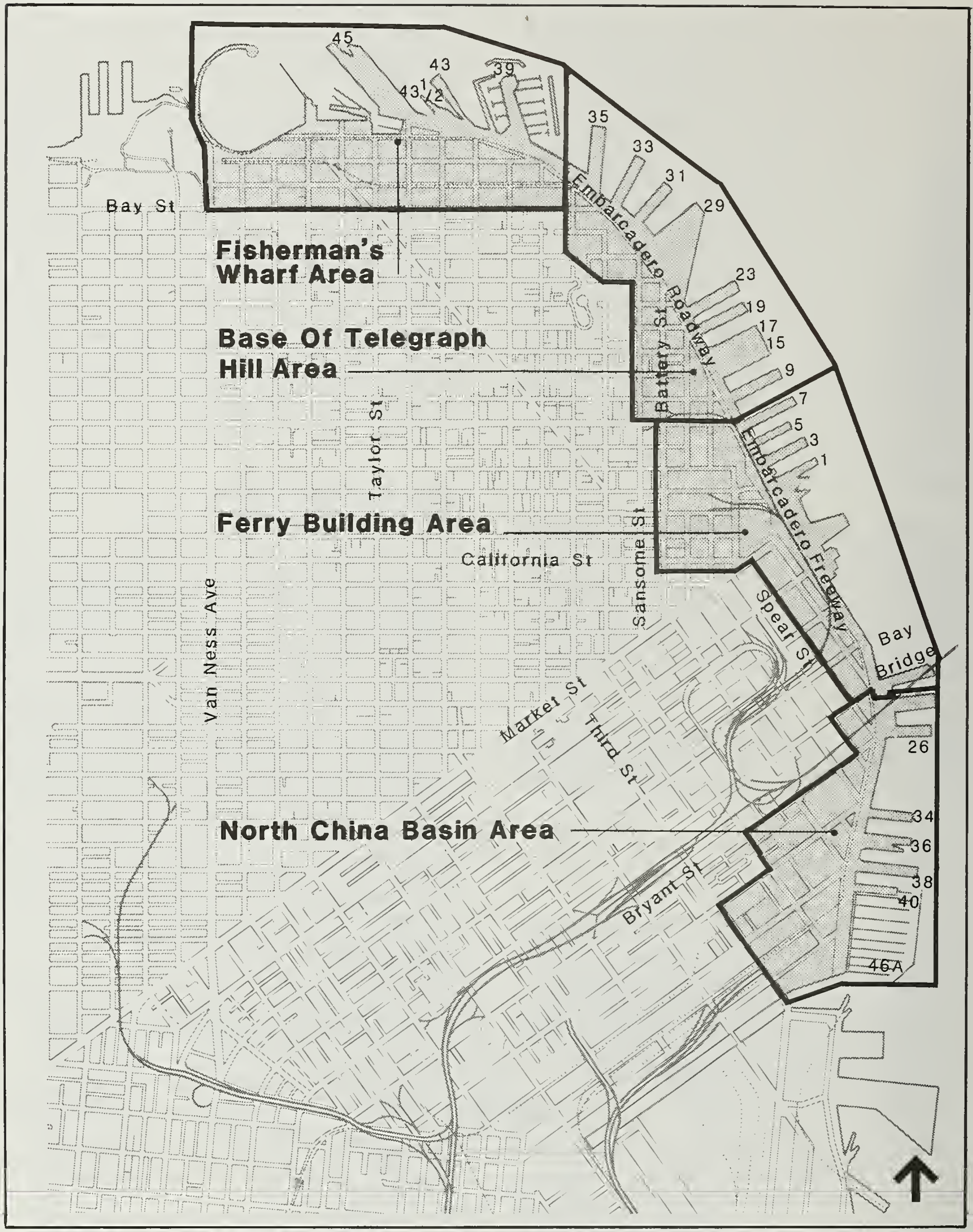
The Base of Telegraph Hill Area
(Piers 35 through 9)

This subarea is characterized by finger piers in break-bulk and cargo-handling uses, and offices, showrooms and warehousing on inland sites. Plan policies call for the continued and enhanced maritime use of Piers 35 through 9 and the refurbishing of Pier 35 as the City's passenger terminal. Inland of the Embarcadero, residential, office and open space uses would be encouraged and buildings of architectural or historic merit preserved. The surface Embarcadero roadway would be improved as a waterfront boulevard extending from Fisherman's Wharf to China Basin with widened sidewalks, truck access areas for the maritime piers, and a right-of-way for the "E" Embarcadero street car line.

The Ferry Building Area
(Piers 7 through 24)

Included in this subarea are the Golden Gateway and Embarcadero Center developments, other high rise office structures, the Ferry Building, and the elevated Embarcadero Freeway. Contrary to previous proposals for extensive bay fill, the Plan calls for open water as a relief to the intensely developed downtown and to ensure the continued prominence of the Ferry Building and its tower. The Ferry Building would be re-established as a major transit center, the eastern terminus to Market Street, and a major entryway to the City from the water. Historic ships would be moored in this area and pleasure boats would tie up to colorful buoys. The elevated Embarcadero Freeway would be removed and a simple, elegant promenade would link Pier 7 to Pier 24. It would maintain a visual corridor along the water's edge and create a variety of water edge experiences. In the Pier 7 and 3 area, a public recreation pier next to open water would be built in contrast to the mixture of commercial recreation and office activities in the redeveloped Ferry Building.

South of the Ferry Building, in the Howard to Harrison Street area, a mixed use activity center would be created, bringing new life to an area that for many years has been cut off from the City by the Embarcadero Freeway and the Bay Bridge. The activity center would be comprised of a major water-related, soft surface public park, with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Bay St
Fisherman's Wharf Area
Base Of Telegraph Hill Area
Ferry Building Area
North China Basin Area
Embarcadero Roadway
Embarcadero Freeway
Battery St
Taylor St
Sansome St
California St
Van Ness Ave
Market St
Third St
Spear St
Bay Bridge
Bryant St

NORTHEASTERN WATERFRONT
Planning Area

Map 1

a "Tavern-on-the-Green" type of restaurant in the park north of Folsom Street, and public access and fishing areas on Pier 24 with dramatic views to the city skyline and out to the Bay. In addition, a terraced European-style hotel inland of the park across the re-routed Embarcadero roadway would ensure both day and night-time activities for the area.

North China Basin Area
(Piers 26 through 46)

South of the Bay Bridge, Piers 26-38 would continue in break-bulk cargo handling and related shipping activities. Piers 42-46A and a portion of Pier 40, which are presently almost vacant and in unsound condition, would be removed and the area developed as a full service marina and small boat harbor. Inland of the harbor, a large waterfront park with dramatic views would be provided.

On inland areas, viable warehousing, industrial uses and historic structures would be retained and a mixed-income residential community with open spaces and support services would be built where vacant or under-utilized property presently exists. The new community would focus on the historic Oriental Warehouse, which would be adaptively reused for a community center and commercial purposes. Walkways and bicycle paths combined with small plazas would connect the new residences to waterfront activities and other portions of the City. The new community would be characterized by high density, low to mid-rise structures, re-creating the fine-grained fabric of San Francisco neighborhoods and would take advantage of proximity to the Downtown, a desirable microclimate, amenity value of the Bay, and would help satisfy San Francisco's need for new housing.

Embarcadero Corridor

Policies for this subarea are intended to facilitate the movement of people and goods, improve environmental quality, enhance physical and visual access to the shoreline and contribute to the continued vitality of the waterfront by eliminating the blighting influence of the elevated freeway. Recommendations include the freeway's removal from Broadway back to the Main and Beale Street off-ramps, the improvement of the Embarcadero as a waterfront boulevard, the creation of a historic rail transit line to serve commuter and recreational users, the continuation of service to maritime activities by the Belt Freight Rail Line, and, changes in the manner in which parking should serve the waterfront and downtown areas.

GOALS

The overall goal of the Plan is to create a physical and economic environment in the Northeastern Waterfront area which will use the area's resources and potential in the manner which will best serve the needs of the San Francisco community. In order to accomplish this goal, the dominant planning principles of this Plan are: (1) provide for those uses which positively contribute to the environmental quality of the area and contribute to the economic health of the Port and the city, (2) preserve and enhance the unique character of the area, and take advantage of the unique economic opportunity provided by San Francisco Bay, and (3) provide the maximum possible visual and physical access to San Francisco Bay while minimizing the adverse environmental impacts of existing and new activity.

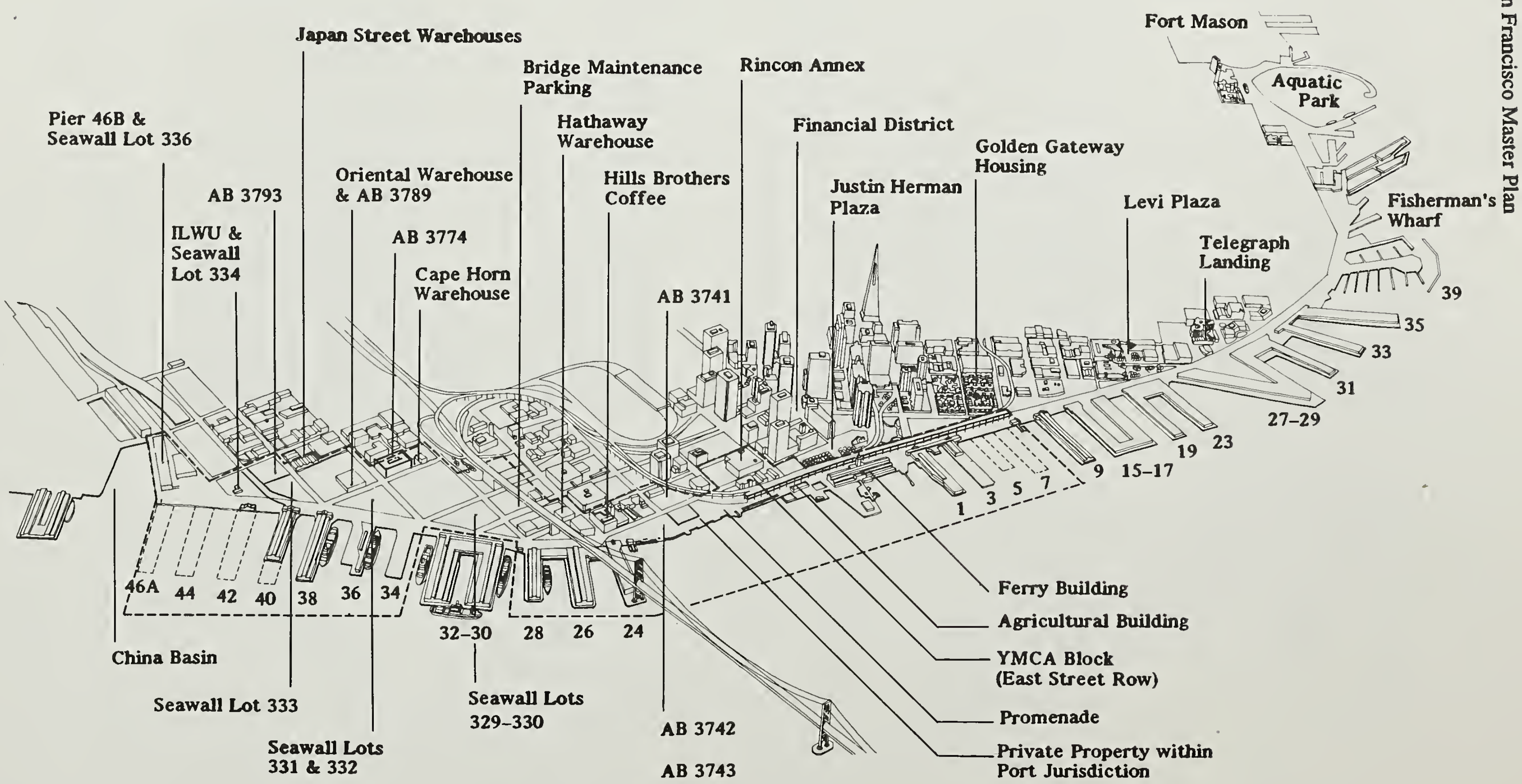
OBJECTIVES AND POLICIES

LAND USE

GENERAL

OBJECTIVE 1

TO DEVELOP AND MAINTAIN ACTIVITIES THAT WILL CONTRIBUTE SIGNIFICANTLY TO THE CITY'S ECONOMIC VITALITY AND PROVIDE ADDITIONAL ACTIVITIES WHICH STRENGTHEN THE PREDOMINANT USES IN EACH SUB-AREA OF THE NORTHEASTERN WATERFRONT, WHILE LIMITING THE CONCENTRATION TO PRESERVE THE ENVIRONMENTAL QUALITY OF THE AREA.


Fort Mason
Aquatic Park
Fisherman's Wharf
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35
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27–29
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15–17
9
7
5
3
1
Telegraph Landing
Levi Plaza
Golden Gateway Housing
Justin Herman Plaza
Financial District
Rincon Annex
AB 3741
Hills Brothers Coffee
Hathaway Warehouse
Bridge Maintenance Parking
Cape Horn Warehouse
AB 3774
Oriental Warehouse & AB 3789
Japan Street Warehouses
AB 3793
ILWU & Seawall Lot 334
Pier 46B & Seawall Lot 336
46A
44
42
40
38
36
34
32–30
28
26
24
China Basin
Seawall Lot 333
Seawall Lots 331 & 332
Seawall Lots 329–330
AB 3742
AB 3743
Ferry Building
Agricultural Building
YMCA Block (East Street Row)
Promenade
Private Property within Port Jurisdiction

NORTHEASTERN WATERFRONT

POLICY 1

Accommodate where appropriate, additional activities which will strengthen the predominant economic functions of each subarea of the Northeastern Waterfront.

POLICY 2

Consistent with other policies of this Plan, encourage uses on Port property which return revenue to the Port to support and improve its facilities.

OBJECTIVE 2

TO DIVERSIFY USES IN THE NORTHEASTERN WATERFRONT TO EXPAND THE PERIOD OF USE OF EACH SUB-AREA AND TO PROMOTE MAXIMUM PUBLIC USE OF THE WATERFRONT WHILE ENHANCING ITS ENVIRONMENTAL QUALITY.

POLICY 1

Limit additional uses which generate a concentration of activity during the same peak periods, in areas which are heavily impacted with such uses.

POLICY 2

Diversify activities to encourage the use of the Northeastern Waterfront by a broad spectrum of the population.

POLICY 3

Encourage land uses having different peak periods of activity within each subarea of the Northeastern Waterfront to contribute to the area's diversity, to expand the period of use, to decrease peak period traffic congestion, to facilitate efficient use of the transit system and to preserve and enhance the environmental quality of the waterfront.

POLICY 4

Give priority to the development of public open space in any non-maritime development adjacent to, or over, the water.

POLICY 5

Emphasize water-related recreation, Bay-oriented commercial recreation and Bay-oriented public assembly uses in non-maritime development adjacent to, or over, the water.

MARITIME AND INDUSTRIAL

OBJECTIVE 3

TO RETAIN AND ENHANCE MARITIME ACTIVITIES, RESERVING AS MUCH OF THE NORTHEASTERN WATERFRONT AS IS REALISTICALLY REQUIRED FOR FUTURE MARITIME USE, AND PROVIDING FOR EFFICIENT OPERATION OF PORT ACTIVITIES.

POLICY 1

Give priority to maritime activities recognizing that the waterfront available for such activities is a limited resource and that maritime activities are vital to the City's economy. Based on a realistic assessment of the maritime needs of the Port, reserve the necessary waterfront area by prohibiting activities which would preclude possible future maritime development.

POLICY 2

Continue maritime activities on Piers 35 through 9, Piers 26 through 38 and Pier 46B for as long as practical. When and if it is determined that those piers are not needed for maritime use, improvement plans should be adopted for each area and appropriate amendments made in this Plan.

POLICY 3

Incorporate into the development of transportation facilities, features which will facilitate the efficient movement of goods between the maritime piers and the regional transportation system.

POLICY 4

Encourage the retention and expansion of the commercial fishing and related industries in Fisherman's Wharf.

OBJECTIVE 4

TO RETAIN ECONOMICALLY VIABLE INDUSTRIAL ACTIVITY IN THE NORTHEASTERN WATERFRONT.

POLICY 1

Encourage the retention of industries which reinforce the Port's maritime operations, either through providing services or through using the Port's facilities for its shipping needs.

POLICY 2

Encourage the retention of viable industries which provide significant revenues, job opportunities or services to the City.

POLICY 3

Assist in the relocation within San Francisco of industries which are forced to move by market conditions or public action.

COMMERCIAL

OBJECTIVE 5

TO DEVELOP LIMITED ADDITIONAL OFFICE AND COMMERCIAL SPACE IN ORDER TO SERVE THE CITY'S ECONOMIC NEEDS AND TO ENCOURAGE A MIXTURE OF USES AND ACTIVITIES ALONG THE NORTHEASTERN WATERFRONT.

POLICY 1

Except on new or replacement fill, permit additional office space development adjacent to the Downtown Office District which complements the downtown but which is of a lesser intensity and which reflects the transition between the City and the water.

POLICY 2

Encourage service retail uses in combination with other uses.

POLICY 3

Limit general and specialty retail uses in combination with other uses, to that which will not significantly detract from the Downtown Retail District.

POLICY 4

Permit additional hotel space in locations which would enhance the mixture of uses. In areas where hotels are already concentrated, additional such facilities should be limited and should only be provided in combination with other uses.

POLICY 5

Encourage limited additional Bay-oriented commercial recreation and public assembly uses inland of the seawall.

RESIDENTIAL

OBJECTIVE 6

TO DEVELOP AND MAINTAIN RESIDENTIAL USES ALONG THE NORTHEASTERN WATERFRONT IN ORDER TO ASSIST IN SATISFYING THE CITY'S HOUSING NEEDS AND CAPITALIZE ON THE AREA'S POTENTIAL AS A DESIRABLE LIVING ENVIRONMENT.

POLICY 1

Strengthen, preserve and protect existing residential uses.

POLICY 2

Encourage the development of additional housing wherever feasible (except on new or replacement fill), consistent with maximum maritime development.

POLICY 3

Preserve and expand the supply of low and moderate income housing and encourage the economic integration of housing.

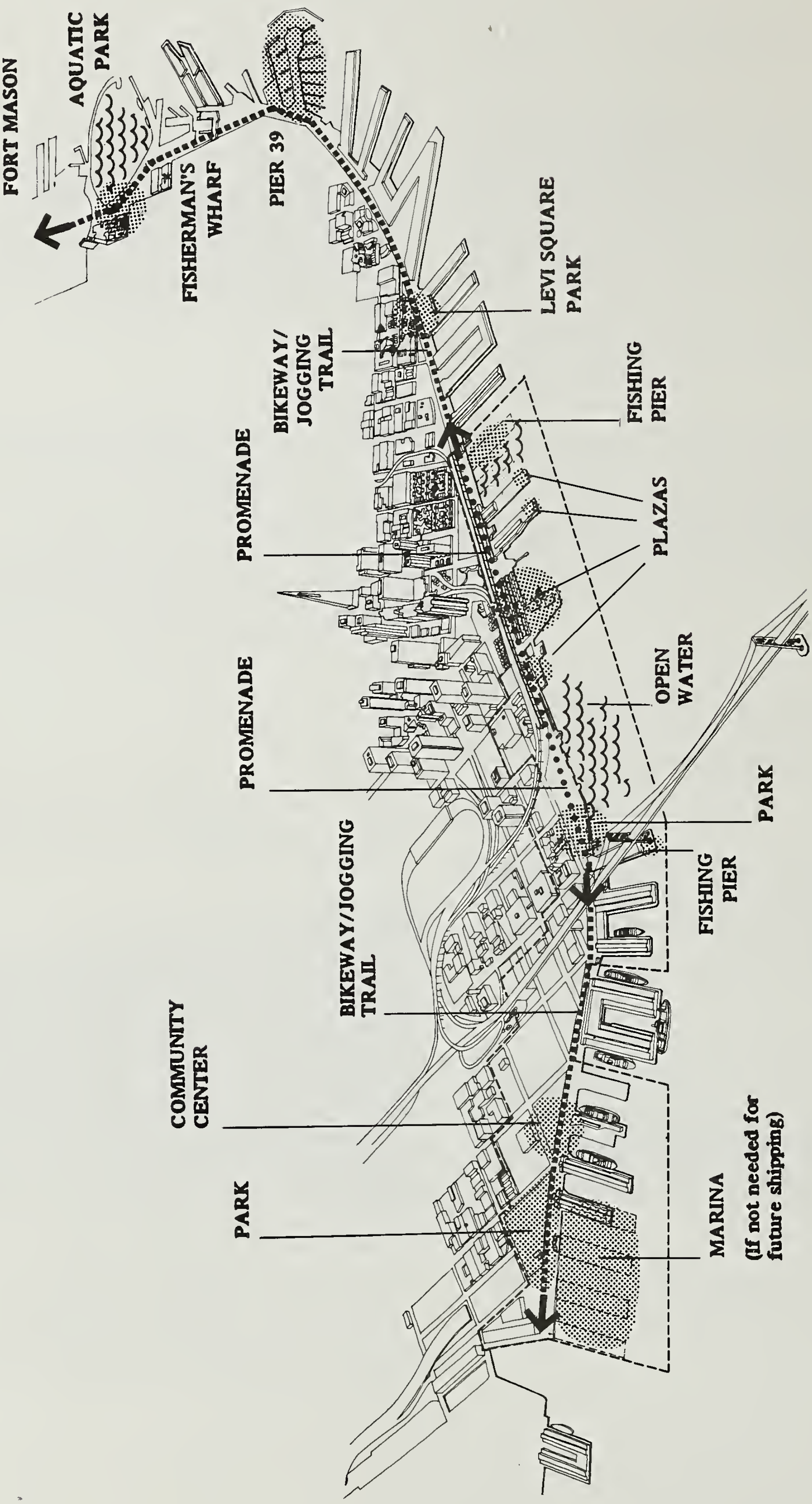
POLICY 4

Encourage the development of a variety of unit types for households of all sizes where practical.

RECREATION AND OPEN SPACE

OBJECTIVE 7

TO STRENGTHEN AND EXPAND THE RECREATION CHARACTER OF THE NORTHEASTERN WATERFRONT AND TO DEVELOP A SYSTEM OF PUBLIC OPEN SPACES AND RECREATION FACILITIES THAT RECOGNIZES ITS RECREATIONAL POTENTIAL, PROVIDES UNITY AND


FORT MASON
AQUATIC PARK
FISHERMAN'S WHARF
PIER 39
LEVI SQUARE PARK
BIKEWAY/ JOGGING TRAIL
FISHING PIER
PROMENADE
PLAZAS
PROMENADE
OPEN WATER
PARK
FISHING PIER
BIKEWAY/JOGGING TRAIL
COMMUNITY CENTER
PARK
MARINA
(If not needed for future shipping)

Map 2

PUBLIC ACCESS, RECREATION AND OPEN SPACE

IDENTITY TO THE URBAN AREA, AND ESTABLISHES AN OVERALL WATERFRONT CHARACTER OF OPENNESS OF VIEWS, WATER AND SKY AND PUBLIC ACCESSIBILITY TO THE WATER'S EDGE.

POLICY 1

Develop recreation facilities attractive to residents and visitors of all ages and income groups.

POLICY 2

Provide a continuous system of parks, urban plazas, water related public recreation, shoreline pedestrian promenades, pedestrian walkways and street greenways throughout the entire Northeastern Waterfront.

POLICY 3

Integrate the recreation and open space facilities of the Northeastern Waterfront with those of the Golden Gate National Recreation Area.

POLICY 4

Encourage and provide open space and public recreation facilities as part of any development, to provide facilities for people residing and working in the Northeastern Waterfront and in adjoining neighborhoods.

POLICY 5

Provide overlooks and public viewing areas with convenient pedestrian access wherever possible. Every attempt should be made to provide such viewing facilities in areas of maritime and fish processing activities without interfering with the operation of those activities. Remove bulkhead buildings between piers wherever feasible in order to construct such overlooks and to open views.

POLICY 6

Require the inclusion of a substantial amount of public open space and peripheral public access to the water's edge in any non-maritime development beyond the seawall. Public access should be located at ground or platform level, but minor variations in elevation intended to enhance design of open space may be permitted. Public access should also be open to the sky, although some covering may be allowed if it serves the public areas and does not support structures. Particular attention should be given to the provision of perimeter public access along the platform edge. Other uses may extend to the platform edge subject to the following conditions: (a) Such uses should enhance the total design of the project, should serve to make the public access more interesting, and should not divert the public way along more than twenty percent (20%) of the total platform edge. (b) Deviations of the public way from the platform edge should be limited to short distances.

POLICY 7

Provide as much public open space and peripheral access as is feasible in areas of maritime activity without seriously interfering with the operation of this activity.

POLICY 8

Encourage the development of small boat marinas, in the Pier 41 to 37 area, and the Pier 40 to China Basin area. Exclude small boat marinas from the Pier 7 to 24 area, (but allow transient mooring in the Pier 14 to 24 area) and exclude small boat marinas from the Pier 26 to 38 area.

POLICY 9

Develop a continuous bicycle path along the Northeastern Waterfront, separated and protected from vehicular traffic where possible, and linked with the city-wide bicycle route system.

TRANSPORTATION

OBJECTIVE 8

TO FACILITATE THE MOVEMENT OF PEOPLE AND GOODS WITHIN THE NORTHEASTERN WATERFRONT IN SUCH A WAY AS TO MINIMIZE THE ADVERSE IMPACT OF THIS MOVEMENT.

POLICY 1

Intercept and divert as much automobile traffic as feasible away from the water's edge and areas of intense pedestrian activity in order to make conditions more pleasurable, safe, and interesting for the pedestrian, and in order to facilitate the commercial and recreational development of the area.

POLICY 2

Limit additional parking facilities in the Northeastern Waterfront and minimize the impact of this parking. Discourage long-term parking for work trips which could be accommodated by transit. Restrict additional parking to: (a) Short-term (less than four hour) parking facilities to meet needs of additional business, retail, restaurant, marina, and entertainment activities; (b) Long-term parking facilities for maritime activities, hotel and residential uses. To the extent possible, locate parking away from areas of intense pedestrian activity.

POLICY 3

Allow parking over the water for public and commercial recreation uses only if: (a) no alternative location is feasible; (b) the parking is located within a structure devoted to a permitted use and is necessary to such use or to other permitted uses in the same project area; and (c) it is the minimum amount necessary.

POLICY 4

Prohibit parking over the water for marinas in the Fisherman's Wharf through Ferry Building areas. In other areas, allow parking for marinas over water only if: (a) no alternative upland location is feasible; (b) the total fill for a marina does not exceed a land-water ratio of 1/2:1; and (c) it is the minimum necessary. Encourage loading and unloading areas adjacent to marinas to minimize the need for parking over the water.

POLICY 5

Base the determination of the amount of parking allowed for permitted uses on the desirability of reducing automobiles along the waterfront and, to the maximum extent feasible, consider the use of existing public transit and inland parking, as well as public transit and inland parking which could reasonably be provided in the future.

POLICY 6

Remove or relocate inland those existing parking facilities on or near the water's edge or within areas of intense pedestrian activity.

POLICY 7

Facilitate pedestrian access to the shoreline, including access for the handicapped, through the provision of convenient safe pedestrian crossings along The Embarcadero. Provide promenades and walkways of sufficient width to accommodate comfortably the movement of pedestrians throughout the Northeastern Waterfront.

POLICY 8

Facilitate the movement of goods into and out of the maritime piers where possible in the design of the road system.

POLICY 9

Remove the existing elevated Embarcadero Freeway.

OBJECTIVE 9

TO ACCOMMODATE THE REGIONAL MOVEMENT OF PEOPLE AND GOODS, PERMITTING THE THROUGH MOVEMENT OF TRAFFIC, ACCESS TO THE REGIONAL SYSTEM FROM THE MARITIME AND OTHER INDUSTRIAL AREAS OF THE CITY, AND FACILITATING THE MOVEMENT OF REGIONAL TRANSIT WHILE MINIMIZING THE ADVERSE IMPACT OF THIS SYSTEM ON THE NORTHEASTERN WATERFRONT AREA.

POLICY 1

To the extent feasible, accommodate regional traffic movement inland from the Northeastern Waterfront area. Abandon the planned linking of Interstate-280 with the Embarcadero Freeway. If a connection between I-280 and the Bay Bridge is mandated to accommodate the regional movement of traffic, it should be along an inland right-of-way.

POLICY 2

Prohibit any increase to the capacity of the roadway system along the shoreline to accommodate automobiles between the Bay Bridge-downtown area and the Golden Gate Bridge. Improve transit service in this corridor to encourage the reduction of automobile traffic.

POLICY 3

Minimize the impact of regional transportation movement along the Northeastern Waterfront by encouraging transit use through the addition and improvement of service and through the use, wherever possible, of exclusive rights-of-way and other types of transit preferential treatment. Prohibit ramping to and from the I-280 freeway within the area east of Third Street, except that a transit only ramp to Second Street should be provided.

POLICY 4

To the extent feasible, facilitate and expand the operation of passenger ferry systems to minimize traffic impacts.

POLICY 5

Improve transit service to, and along, the Northeastern Waterfront. Establish a transit line between the South of Market area and the Fisherman's Wharf area which would primarily make use of existing railroad tracks, including those on The Embarcadero, and which would connect to numerous other transit lines, and to a parking reservoir at the southern end.

POLICY 6

Make transfers among transit systems as easy, safe and pleasant as possible, and clearly identify loading areas and routes. In particular in the Ferry Building area, design the relationship between the ferries, BART, Muni surface and subsurface lines, and the Transbay Terminal to facilitate connections among the systems.

POLICY 7

Provide parking reservoirs near the Fourth Street ramps of the I-280 freeway for short-term parking and to replace long-term parking in the Northeastern Waterfront as well as the downtown core. Provide frequent transit service between this parking area and the downtown.

URBAN DESIGN

OBJECTIVE 10

TO DEVELOP THE FULL POTENTIAL OF THE NORTHEASTERN WATERFRONT IN ACCORD WITH THE UNUSUAL OPPORTUNITIES PRESENTED BY ITS RELATION TO THE BAY, TO THE OPERATING PORT, FISHING INDUSTRY, AND DOWNTOWN; AND TO ENHANCE ITS UNIQUE AESTHETIC QUALITIES OFFERED BY WATER, TOPOGRAPHY, VIEWS OF THE CITY AND BAY, AND ITS HISTORIC MARITIME CHARACTER.

POLICY 1

Preserve the physical form of the waterfront and reinforce San Francisco's distinctive hill form by maintaining low structures near the water, with an increase in vertical development near hills or the downtown core area.

POLICY 2

Preserve and create view corridors which can link the City and the Bay.

POLICY 3

Use continuous planting and other ground surface treatment to physically and visually link the waterfront with adjacent inland areas.

POLICY 4

In major pedestrian areas (such as the Fisherman's Wharf and Ferry Building areas), develop generally continuous ground floor retail or other pedestrian-oriented uses.

POLICY 5

Permit non-maritime development bayward of the sea wall only if the following qualifications are met:

(a) Maximum feasible public access is provide to the water's edge.

(b) Important Bay views along The Embarcadero and level inland streets are preserved and improved. Minor encroachment into the view corridors from level inland streets may be permitted under the following conditions: (1)Where the encroaching element has a distinct maritime character, is separated from the shoreline by water, and adds variety to the views along the waterfront; (2) Where minor structures (such as kiosks) are desirable to provide public amenities contributing to a continuity of interest and activity along the waterfront; and (3) Where essential maritime facilities cannot reasonably be located and designed to avoid view blockage.

POLICY 6

Retain older buildings of architectural merit or historical significance to preserve the architectural and historical character of the waterfront and ensure the compatibility of new development.

POLICY 7

Maintain the physical prominence of the Ferry Building.

POLICY 8

Prohibit new, and remove existing, general advertising signs. Assure that public and private signing contributes to the aesthetic appearance of the waterfront.

POLICY 9

Encourage the provision of street furniture which is of appropriate design to the historic maritime character of the Northeastern Waterfront.

POLICY 10

Consider retention of the arched building structures which exist at the main entrance to most piers and which add an important character to The Embarcadero. They should be retained so long as maritime uses exist behind them or when new development occurs which could incorporate these structures without disadvantage.

SPECIFIC POLICIES FOR OPEN SPACE, PUBLIC RECREATION, AND PUBLIC ACCESS

POLICY 11

Maintain and enhance existing grade level view corridors to the Bay particularly from Broadway and Folsom Streets and create new view corridors at Pacific and Howard Streets.

POLICY 12

Remove all or portions of dilapidated piers, bulkhead wharves and bulkhead buildings which cannot be used in order to improve shoreline appearance, Bay views, and access to the Bay.

POLICY 13

Remove exposed surface parking from over water, from under the Embarcadero Freeway, and along the Embarcadero roadway to improve shoreline appearance and access to the Bay.

POLICY 14

Design open spaces to maximize sun exposure, wind protection, noise buffering, and to create a sense of security.

POLICY 15

Use the type of ornamental street lights presently employed along the Embarcadero. Use double fixture lights between Pier 1 and the Agriculture Building and single fixture lights elsewhere along promenades. Provide lighting sufficient for public safety and avoid glare. Use the same color but lower intensity illumination as that on Market Street. Paint light standards dark blue as on Market Street.

POLICY 16

Design and locate a consistent set of street furniture, including such items as seating, drinking fountains, trash cans, signs and plaques along the promenades and public open space piers. Describe the historical significance of the area and the natural resource of the Bay with signs and plaques.

POLICY 17

Design and locate all landscaping so as to unify and provide continuity among the various areas of the waterfront. Plant a generally continuous row of street trees in the ground along the promenades between Piers 7 and 24. Select trees as part of the Embarcadero improvements from Bay to King Streets which will visually complement the trees along the promenades.

POLICY 18

Select and locate trees, shrubs and ground covers to preserve, dramatize and enhance Bay views for waterfront users. Use plant materials which should have a demonstrated capacity to remain viable, with minimum maintenance under such conditions as frequent high wind speeds, high atmospheric salt content, a high salt water table, and sub-surface fill material with varying drainage capacities. Install trees of at least two inches in diameter and 15 feet in height in the ground.

POLICY 19

On non-maritime piers with sheds, provide continuous peripheral pedestrian public access ways of at least 15 feet in width for walking, viewing and fishing. Provide benches and street furniture. Prohibit use of access areas for valet parking, auto drop-off, service vehicles or trash storage, but allow emergency vehicle access.

POLICY 20

Provide continuous public pedestrian access to the Bay on the east side of the Ferry Building that is separate from any service vehicle access to the Building.

POLICY 21

Provide a variety of treatments where appropriate along the water's edge, including steps and sloped surfaces.

POLICY 22

Pier railings should minimize obstruction of Bay views and reduce maintenance.

POLICY 23

Cover pier decks and public access areas with wood planking to the extent feasible to provide an attractive maritime character and a reasonably inexpensive material for pedestrian movement.

POLICY 24

Permit fishing along public access areas on piers and promenades.

POLICY 25

Require detailed landscaping, materials, and sign plans to be approved by the Department of City Planning prior to approval of any new non-maritime development.

SPECIFIC POLICIES FOR BUILDINGS

POLICY 26

Restrict development south of Broadway to the Height and Bulk Districts shown on the following map.

POLICY 27

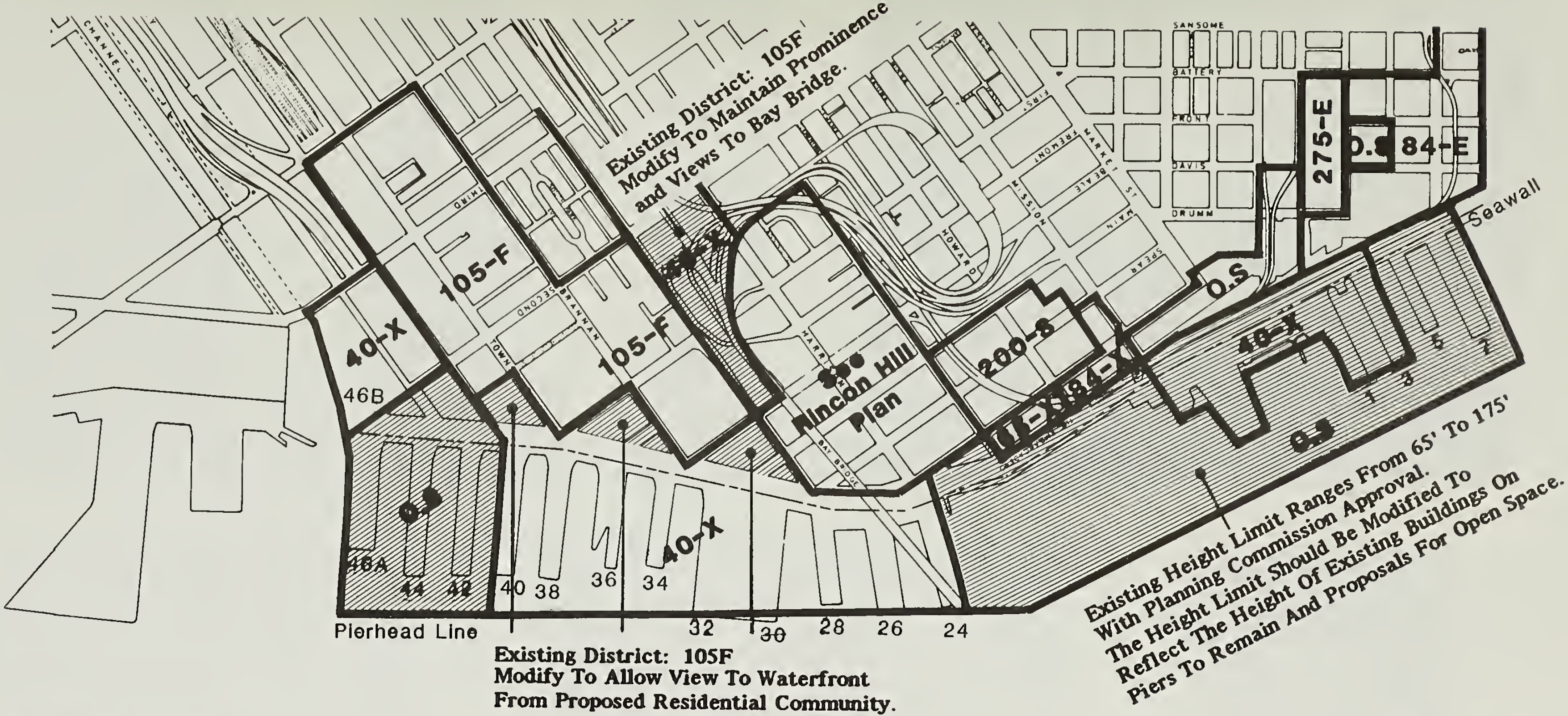
Locate buildings to minimize shadows and wind on public open spaces.

POLICY 28

Prohibit the use of reflective glass. Use flat glass skylights and discourage the use of dark tinted glass in highly visible areas.

POLICY 29

Prohibit general advertising or commercial signs in any public spaces or attached to any buildings. Allow only attractively designed identification, directional, regulatory or information signs. Permit illuminated signs but prohibit flashing or animated signs.


CHANNEL
SANSOME
BATTERY
FRONT
DAVIS
DRUMM
FIRST
FREMONT
BEALE
MAIN
SPEAR
MARKET ST
MISSION
HOWARD
HARRISON
BAY BRIDGE
THIRD
SECOND
BRANNAN
TOWNSEND
275-E
O.S
84-E
Seawall
O.S
40-X
200-S
84-X
O.S
Rincon Hill Plan
105-F
105-F
40-X
46B
O.S
46A
44
42
40
38
36
34
40-X
32
30
28
26
24
1
3
5
7
Pierhead Line

Existing District: 105F
Modify To Maintain Prominence
and Views To Bay Bridge.

Existing District: 105F
Modify To Allow View To Waterfront
From Proposed Residential Community.

Existing Height Limit Ranges From 65' To 175'
With Planning Commission Approval.
The Height Limit Should Be Modified To
Reflect The Height Of Existing Buildings On
Piers To Remain And Proposals For Open Space.

BULK LIMITS :

O.S. : Open Space District
E : Above 65' Max Length 110', Max Diagonal 140'
F : Above 80' Max Length 110', Max Diagonal 140'
S : See Planning Code #270
X : No Bulk Limits

Numbers Designate Maximum Vertical Dimension Feet

▨ Proposed Changes To Height and Bulk Districts

PROPOSED HEIGHT AND BULK DISTRICTS

Map 3

POLICY 30

Employ a uniform system of attractively designed public signs that conform to strict criteria for size, scale, style, and color as part of the Embarcadero roadway improvements from Bay to King Streets and as part of the promenades from Piers 7 through 1 1/2 and from the Agriculture Building to Pier 24. Design signs in keeping with the concept of the Embarcadero as a scenic boulevard rather than as a high speed artery. Coordinate signs with those to be used in the Ferry Building complex.

POLICY 31

Require signs to be approved by the Department of City Planning.

POLICY 32

Conceal any mechanical equipment, pipes, ducts and antennas, on roof surfaces. Avoid shiny or highly polished materials on roof surfaces and facades.

POLICY 33

Enclose all servicing facilities and store all waste within structures so as to be shielded from public view. Prohibit any temporary or permanent exterior storage.

POLICY 34

Preserve the bulkhead buildings and bulkhead arches on Piers 3, 1 1/2, 1, and 24.

POLICY 35

Moor office-oriented historic ships at Pier 3, and commercial recreation-oriented ships at Pier 24. Base these mooring locations on concerns for visibility from the Embarcadero and inland areas, the maintenance of Bay views from uses on adjacent piers, the ability to provide visitor drop-off and service access, and the availability of nearby enclosed parking for on-board commercial recreation uses.

POLICY 36

Assure that historic ships moored in the area meet the following criteria for approving the restoration of the ships: high quality of rehabilitation, historical accuracy, appropriate scale, silhouette quality, detail quality, color scheme and guarantee of continued maintenance. Use night lighting on ships to accent surroundings but not to overpower or commercialize the waterfront.

POLICY 37

Assure that new buildings use the most cost-effective energy efficient measures feasible.

SUBAREAS

FISHERMAN'S WHARF AREA

OBJECTIVE 11

TO MAINTAIN AND ENHANCE THE MARITIME CHARACTER OF THE FISHERMAN'S WHARF AREA, AND ENHANCE THE AREA AS A CENTER FOR THE COMMERCIAL FISHING INDUSTRY.

POLICY 1

Encourage the retention and expansion of the commercial fishing and fish handling industry and businesses which provide services to the fishing fleet through construction of a new breakwater in the general area of the Hyde Street pier.

POLICY 2

Permit only those Bay-oriented commercial recreation and assembly facilities on the Hyde Street Pier, and along Fish Alley which are incidental to their primary commercial fishing industrial use. Permit commercial office (not related to the fishing industry), hotel and residential convenience retail, institutional and accessory parking uses on Pier 45. Parking shall be enclosed within a structure.

POLICY 3

Encourage preservation and restoration of the maritime character of Fish Alley.

POLICY 4

Encourage a use of materials and design of new and existing buildings and public improvements which enhance the area's historic maritime character. Require that any identification signs be subdued and harmonious with this character. Prohibit garish, flashing and general advertising signs.

POLICY 5

Encourage the development of a small-boat marina in the Pier 41 to 37 area with any parking provided inland of The Embarcadero.

OBJECTIVE 12

TO STRENGTHEN THE AREA'S ATTRACTION AS A WATER-ORIENTED COMMERCIAL RECREATION AND PUBLIC ASSEMBLY CENTER BY EXPANDING THE AREA OF THIS ACTIVITY TO THE EAST, LIMITING ADDITIONAL CONCENTRATION OF SUCH ACTIVITIES WEST OF POWELL STREET AND DEVELOPING USES WHICH WOULD GENERATE ACTIVITY AT TIMES OTHER THAN THE EXISTING PEAK PERIODS.

POLICY 1

Permit additional water-oriented commercial recreation and public assembly (except hotels and boatels) development such as restaurants, entertainment and specialty shops in the Pier 41 to 37 waterfront area in conjunction with a major waterfront park along the seawall. Any necessary parking should be provided inland of The Embarcadero. The park should include a minimum of 5 to 6 acres of water-oriented landscaped open space unrelated to commercial uses. Commercial uses should be water-oriented and complementary in scale to those in the rest of the Fisherman's Wharf area. Platforms constructed to support commercial uses should not cover a greater amount of the Bay than 50 percent of any previously existing fill (Piers 37, 39 and 41) which is removed. The Embarcadero should be narrowed in this area to accommodate the development of the waterfront park.

POLICY 2

Limit additional commercial recreation and public assembly development such as restaurants, entertainment and specialty shops in the Fisherman's Wharf area west of Powell Street because of the existing heavy concentration of such uses and the resulting evening and weekend peak period congestion. Employ measures to mitigate the impact of any such additional development.

POLICY 3

Develop the area bounded by Taylor and Jefferson Streets and the water's edge in a manner which reduces the area devoted to surface parking and retains a feeling of openness and gives special attention to the provision of public open space, access to the water's edge and pedestrian movement.

POLICY 4

Balance existing commercial recreation and public assembly uses which generate the most activity in summer, on weekends and during the evening, with uses, such as offices and residences, that would generate activity during other periods, thereby promoting the vitality and use of the area without substantially contributing to congestion. In particular, promote the development of housing on inland sites wherever possible.

OBJECTIVE 13

TO DEVELOP A TRANSPORTATION SYSTEM WHICH IMPROVES ACCESS FOR PEOPLE AND GOODS TO AND AROUND THE FISHERMAN'S WHARF AREA WHILE MINIMIZING THE ADVERSE ENVIRONMENTAL IMPACTS ON THE AREA.

POLICY 1

Improve the roadway system to facilitate truck access to the fishing industries to discourage through-traffic from entering the area and to divert as much automobile traffic as possible before reaching the water's edge and areas of intense pedestrian activity such as Jefferson Street. Do not increase the capacity of the roadway system to accommodate the automobile.

POLICY 2

Minimize the intensity of automobile activity and discourage or prohibit commercial-tourist uses which rely heavily on the automobile for their success. Strictly control addititional parking facilities and locate them as far inland as possible to intercept traffic before reaching the water's edge and areas of intense pedestrian activity. Discourage vehicular access to parking facilities from Jefferson Street.

POLICY 3

Facilitate access into and within the Fisherman's Wharf area by transit through the provision of exclusive rights-of-way and other preferential treatment, through the extension of additional transit lines, improving frequency, speed, hours of operation, and providing clearly identified loading areas and routes. Establish a rail/bus transit line on Jefferson and Beach Streets, providing access to the Ferry Building and the South of Market area. Extend the Powell and Mason Cable Car line on Taylor Street to a location north of Jefferson Street. Allow truck access to the plaza in Fish Alley.

OBJECTIVE 14

TO PROVIDE MAXIMUM OPPORTUNITIES FOR ENJOYING THE BAY AND ITS RELATED ACTIVITIES BY PROVIDING PUBLIC OPEN SPACE AND CIRCULATION AREAS WHICH SAFELY AND COMFORTABLY ACCOMMODATE THE MOVEMENT OF PEDESTRIANS.

POLICY 1

Develop generally continuous public pedestrian access to the water's edge, excepting areas occupied by maritime activities. In those areas, provide that public viewing and access which will not substantially interfere with these activities.

POLICY 2

Remove existing parking over the water or near the water's edge to minimize conflicts between vehicles and pedestrians and enhance perimeter access.

POLICY 3

Develop public open space areas in Fisherman's Wharf to provide a relief from the intense level of activity. Develop a major plaza at the foot of Taylor Street between Jefferson Street and the water's edge that would focus pedestrian and transit movement at the center of Fisherman's Wharf. Develop a major waterfront park along the bulkhead in the Pier 41 to 37 area. Develop an urban park at the foot of Columbus Avenue, bounded by Leavenworth and Beach Streets, that would provide a visual and functional termination of Columbus Avenue. Create a plaza in Fish Alley adjacent to Leavenworth Street north of Jefferson Street as part of an open fish market. Allow truck access to the plaza in Fish Alley.

BASE OF TELEGRAPH HILL AREA

OBJECTIVE 15

TO RETAIN EXISTING MARITIME AND MARITIME-RELATED ACTIVITIES.

POLICY 1

Encourage the continued use of Piers 35 through 9 as active maritime piers.

POLICY 2

Give priority to the maintenance of Pier 35 and its renovation as a modern, functional passenger terminal with associated commercial recreation uses such as restaurants and shops. Only if it should prove impossible to retain Pier 35 should another pier on the Northeastern Waterfront be considered for such use.

OBJECTIVE 16

TO PRESERVE THE HISTORIC MARITIME CHARACTER OF THE AREA.

POLICY 1

Retain architecturally interesting and historically significant buildings or buildings which contribute substantially to the overall architectural character of the area. In particular, every effort should be made to preserve the Italian Swiss Colony Building, the Pelican Paper Company Warehouse, and the Trinidad Bean and Elevator Company Warehouse.

POLICY 2

Ensure the compatibility of new development with the area's historic and architectural maritime character in terms of scale, materials and design.

OBJECTIVE 17

TO DEVELOP A DIVERSITY OF ADDITIONAL ACTIVITIES WHICH WOULD STRENGTHEN THE EXISTING PREDOMINANT USES IN THE BASE OF TELEGRAPH HILL AREA AND ACTIVITIES WHICH WOULD EXPAND THE PERIOD OF USE, BUT OF AN INTENSITY WHICH WOULD PROVIDE A RELIEF FROM THE ADJACENT DOWNTOWN AND FISHERMAN'S WHARF AREAS.

POLICY 1

Consistent with policies 2 and 3 encourage development of uses which would strengthen the area's predominant uses of professional and general offices and design-related activities.

POLICY 2

Encourage the development of residential uses as a major use in this area. Such use should be especially encouraged immediately adjacent to Telegraph Hill and at the upper levels of commercial development.

POLICY 3

Encourage the development of a limited amount of uses such as shops, restaurants, entertainment and hotels which generate activity during evenings and weekends, but not of such an intensity or concentration as to create a major recreation or entertainment center.

POLICY 4

Develop the area to a lesser intensity of activity than the adjacent downtown and Fisherman's Wharf areas in order to provide a relief in intensity from those areas.

POLICY 5

Minimize the intensity of automobile activity and discourage or prohibit uses which rely heavily on the automobile for their success, generate automobile traffic, and require large amounts of parking. Strictly limit parking developed with new uses.

POLICY 6

Encourage the provision of landscaping and publicly accessible open space in new development in the Base of Telegraph Hill area.

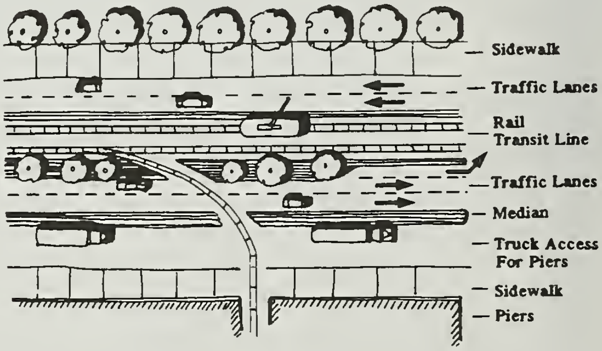
OBJECTIVE 18

TO DEVELOP A BALANCED TRANSPORTATION SYSTEM WHICH ACCOMMODATES REGIONAL AND LOCAL MOVEMENT WHILE CAUSING MINIMUM ADVERSE IMPACT TO THE ENVIRONMENT.

POLICY 1

Improve The Embarcadero between North Point Street and Broadway as an attractive landscaped roadway having two moving lanes in each direction, an exclusive transit right-of-way, bicycle lanes, and a separate access roadway to the pier areas.

This policy could be implemented in the manner shown in the following illustrative plan of the Embarcadero roadway.



POLICY 2

Discourage through traffic except in those limited areas designated for this movement.

POLICY 3

Encourage a portion of the surface regional transit to use inland routes to the downtown to minimize the impact on the waterfront.

OBJECTIVE 19

TO DEVELOP THE AREA IN SUCH A WAY AS TO PRESERVE AND ENHANCE THE PHYSICAL FORM OF THE WATERFRONT AND TELEGRAPH HILL, AND TO PRESERVE VIEWS FROM THE HILL.

POLICY 1

Maintain low structures near the water, with an increase in vertical development near Telegraph Hill.

POLICY 2

Avoid the blockage of private and public views and maintain sightlines between the waterfront and Telegraph Hill.

FERRY BUILDING AREA

OBJECTIVE 20

TO DEVELOP A MAJOR RESOURCE OF OPEN SPACE PROVIDING MAXIMUM ACCESS TO THE BAY FOR THE LARGE NUMBER OF PEOPLE WHO LIVE IN, WORK IN AND USE THE ADJACENT DOWNTOWN AREA, PROVIDING RELIEF FROM THE INTENSELY DEVELOPED DOWNTOWN.

OBJECTIVE 21

TO DEVELOP A MIXTURE OF USES WHICH WILL PROVIDE A TRANSITION BETWEEN THE INTENSE CONCENTRATION OF OFFICE ACTIVITY IN THE DOWNTOWN AREA AND THE RECREATION ACTIVITIES OF THE WATERFRONT, WHICH WILL GENERATE ACTIVITY DURING EVENINGS AND WEEKENDS TO COMPLEMENT THE WEEKDAY OFFICE USES IN THE ADJACENT DOWNTOWN AREA.

OBJECTIVE 22

TO DEVELOP A LIMITED AMOUNT OF NON-MARITIME DEVELOPMENT ON PIERS AND ALONG THE SEAWALL TO GENERATE WATERFRONT ACTIVITY, TO PROVIDE VISUAL AND ACCESS IMPROVEMENTS AND TO PRODUCE REVENUE FOR THE PORT.

OBJECTIVE 23

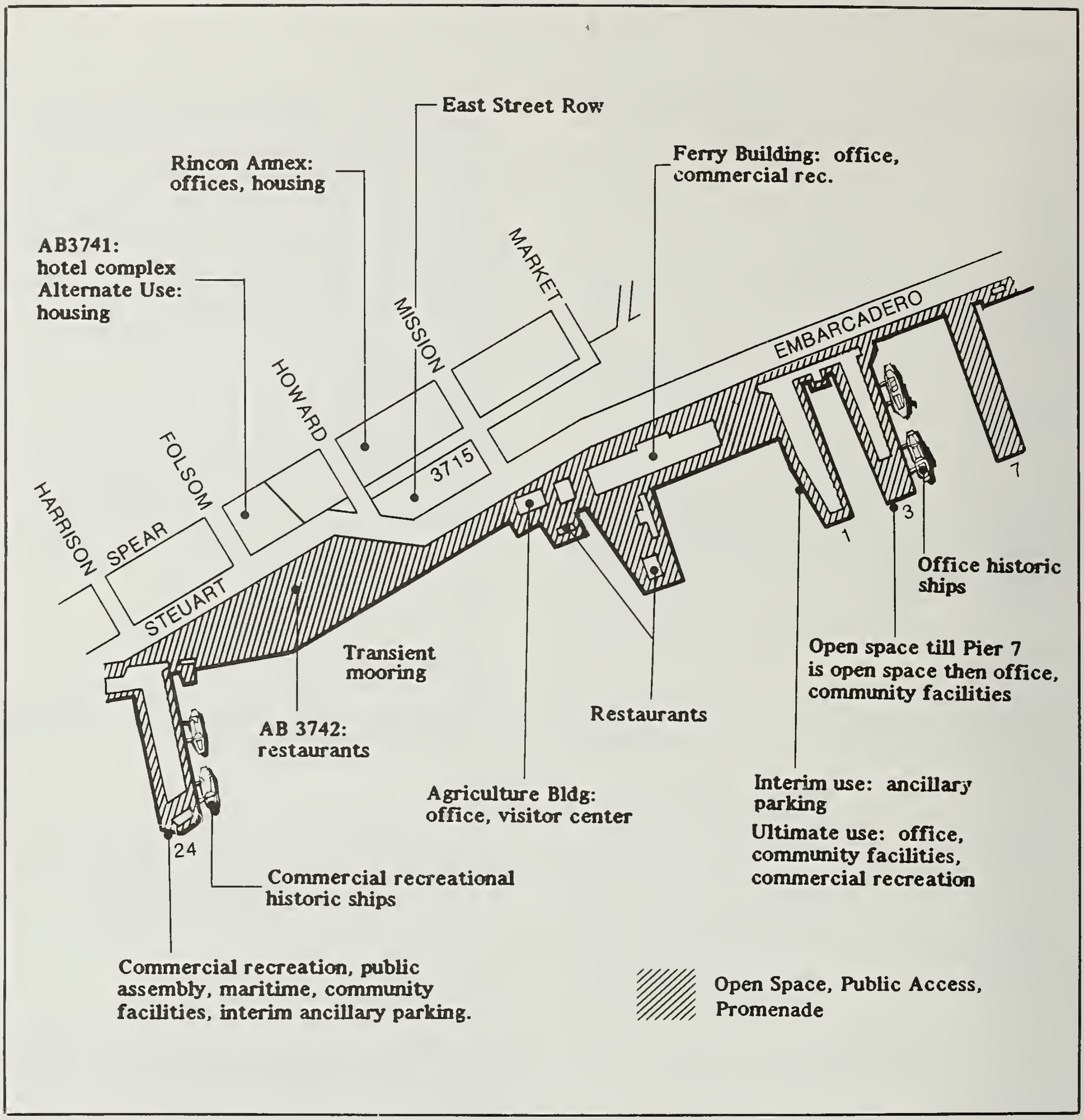
TO PRESERVE THE HISTORIC MARITIME CHARACTER OF THE AREA.

OBJECTIVE 24

TO MAXIMIZE VIEWS OF THE WATER AND OF WATERFRONT ACTIVITY.

OBJECTIVE 25

TO FURTHER DEVELOP THE FERRY BUILDING AREA AS A MAJOR TRANSIT CENTER, IMPROVING TRANSIT ACCESS BY AND TRANSFERS AMONG THE TRANSIT LINES AND SYSTEMS, AND REDUCING THE IMPACT OF TRAFFIC SYSTEMS ON THE AREA.


East Street Row
Rincon Annex: offices, housing
Ferry Building: office, commercial rec.
AB3741: hotel complex Alternate Use: housing
MARKET
MISSION
HOWARD
FOLSOM
HARRISON
SPEAR
STEUART
EMBARCADERO
3715
1
3
7
24
Office historic ships
Open space till Pier 7 is open space then office, community facilities
Transient mooring
Restaurants
AB 3742: restaurants
Agriculture Bldg: office, visitor center
Interim use: ancillary parking
Ultimate use: office, community facilities, commercial recreation
Commercial recreational historic ships
Commercial recreation, public assembly, maritime, community facilities, interim ancillary parking.
▨ Open Space, Public Access, Promenade

FERRY BUILDING AREA
Land Use Plan

→

Map 4

POLICIES

Pier 7

POLICY 1

Use either Pier 7 or Pier 3 for permanent public open space. The approximate magnitude of the open space should be that of the existing pier. Remove parking from Pier 7 when current lease expires. Retain portions of pier for walkable, usable open space and fishing for as long as structurally feasible, then remove pier. If Pier 3 is developed for offices, rebuild Pier 7. Develop Pier 7 (or Pier 3 until Pier 7 is rebuilt) for open space, public recreation and public access for users of all age groups. Encourage fishing and provide a sheltered area for wind protection and appropriate landscaping. If feasible, use wood planking on decks and illuminate for nighttime use. Prohibit parking on the pier.

POLICY 2

Develop according to the following program:

- Open space on pier (approx. two acres)
- Community facilities in Pier 3 bulkhead building if Pier 3 is open space pier (16,000 to 32,000 s.f.)

Pier 5

POLICY 1

Remove deteriorated Pier 5, its bulkhead wharf, and bulkhead building and maintain as open water.

POLICY 2

Remove the northerly portion (approzimately 75 feet) of the bulkhead building and rehabiitate the remaining portion. Provide views of the water from the Embarcadero through the building by opening the central archway. Provide a pedestrian walkway on the bay side of the building.

Pier 3

POLICY 1

If Pier 3 is the open space pier instead of Pier 7, then design the Pier 3 open space according to the guidelines shown above for Pier 7.

POLICY 2

If Pier 7 is developed for open space, construct a two-story shed-like structure on Pier 3 for office and community facility use, with windows and skylights that are in keeping with the simple lines, scale and design of surrounding pier sheds. Avoid small connected buildings in the design of the new structure. Slope roof surfaces as on existing pier sheds.

POLICY 3

Encourage construction of a two-story atrium to function as a common area in the center of the shed with two floors of offices on either side with skylights over the atrium. Encourage the use of exposed metal or wood trusses to the extent feasible.

POLICY 4

Provide continuous peripheral public access areas covered with wood planking around the water sides of the pier. Create a plaza of approximately one-half acre open to Bay views at the eastern end of the pier linked to the public access areas. Permit fishing and include benches and wind protection. Use wood planking over the deck and light the plaza for nighttime activities. Permit a pedestrian walkway connecting Piers 3 and 1 for public access, fishing and safety.

POLICY 5

Develop Pier 3 according to the following program:

- Office and community facilities (2 stories, up to 120,000 s.f.)
- Public access-perimeter aprons (no less than 22,000 s.f.)
- Plaza-eastern end of pier (no less than 22,000 s.f.)

POLICY 6

Remove the northerly portion (approximately 50 feet) of the bulkhead building and rehabilitate the remaining portion of the building. Permit an extension of the bulkhead building onto the pier, providing a pedestrian walkway around it. Remove all obstructions between the Pier 5 bulkhead building and the modified Pier 3 bulkhead and develop the approximately 100' opening between the buildings as a small public plaza with seating and landscaping.

POLICY 7

Permanently moor up to two office-oriented historic ships on the north side of Pier 3.

POLICY 8

Develop according to the following program:

Historic Ships

North side Pier 3 permanent mooring:

Fresno or other office-oriented historic ship

- Office-existing (up to 20,000 s.f.)
- Public access (no less than 7,500 s.f.)

Santa Rosa or other office-oriented historic ship

- Office (up to 14,000 s.f.)
- Commercial recreation (up to 6,000 s.f.)
- Public access (no less than 7,500 s.f.)

Pier 1 - 1/2

POLICY 1

Rehabilitate the bulkhead building and historically restore the shed for a museum and/or offices. Maintain the existing openings on either side of the Pier 1-1/2 entry and between the bulkhead building and shed and allow public circulation through these spaces.

Pier 1

POLICY 1

Remove the parking from the north apron and shed areas. Permit replacement of the existing shed with a three floor structure but retain bulkhead building. Provide continuous peripheral public access around the water sides of the pier.

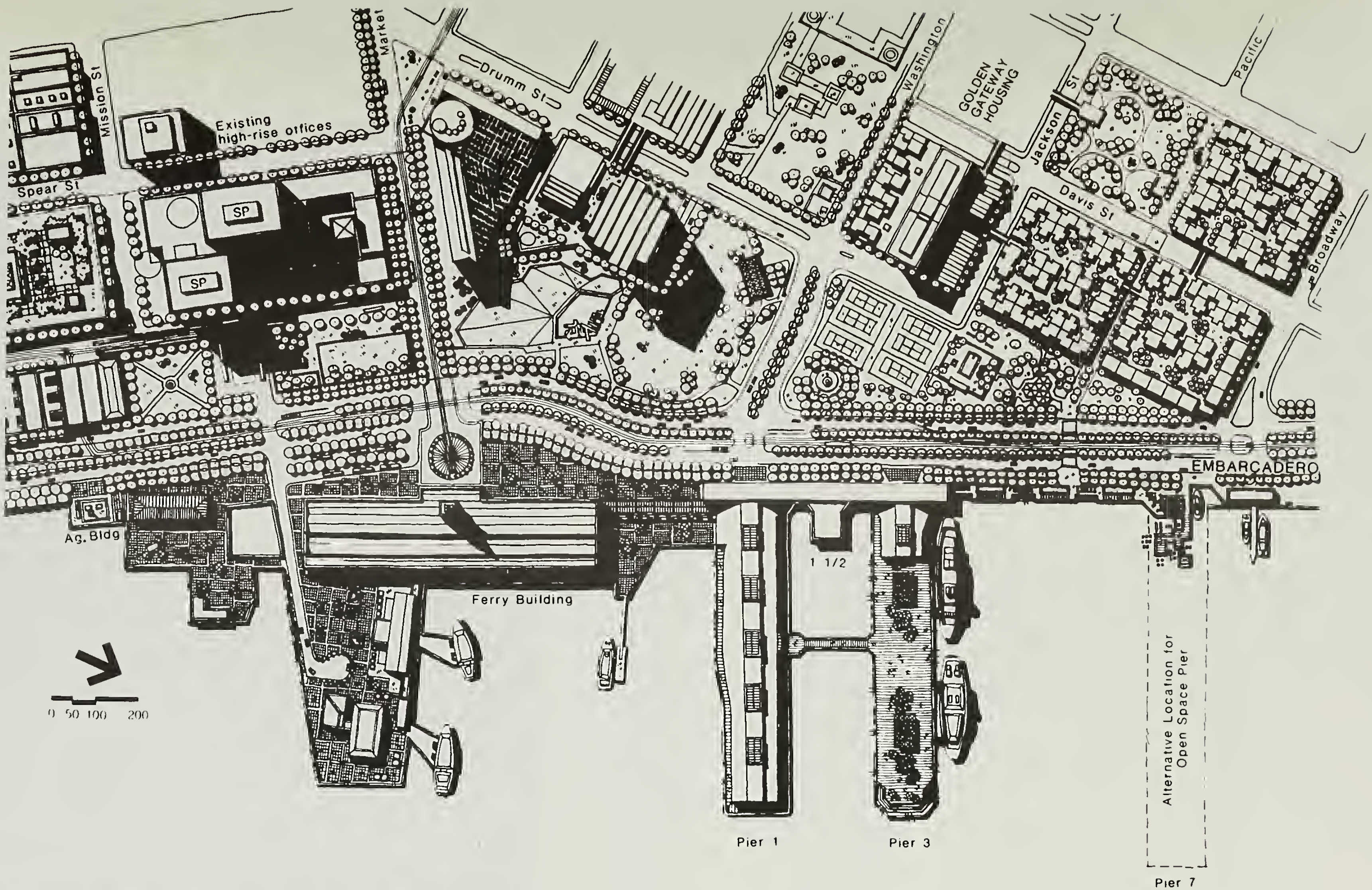
POLICY 2

Permit mainly office use with galleria/exhibit space and permit minor commercial recreation use to integrate Pier 1 into the overall Ferry Building development.

Promenade

POLICY 1

Develop a promenade from Piers 7 through 1. Design the promenade to be a simple, elegant statement of movement along the water's edge and make it appear to be an extension of the promenade to the south of the Ferry Building. Maintain visual continuity along the water and create a variety of water-edge experiences. Landscape the promenade and where it will not block view corridors, use a double row of large trees to define activities, frame views and buffer winds. Provide appropriate street furniture including wind protected seating areas and pedestrian scale lighting.


Mission St
Market
Existing high-rise offices
Spear St
SP
SP
Drumm St
Washington
GOLDEN GATEWAY HOUSING
Jackson St
Davis St
Pacific
Broadway
EMBARCADERO
Ag. Bldg
Ferry Building
1 1/2
Pier 1
Pier 3
Alternative Location for Open Space Pier
Pier 7
0 50 100 200

FERRY BUILDING AREA NORTH
Illustrative Plan

POLICY 2

Develop according to the following program:

- Promenade from Piers 7 through 1 (approx. 50,000 s.f.)

Ferry Building

POLICY 1

Restore and adaptively reuse the Ferry Building in general accord with the "Design Guidelines for the Restoration and Adaptive Reuse of the Ferry Building," dated July 1978.

Permit the addition of two new wings on the bay side of the buiding separated by a a plaza. Create a central atrium and a galleria running the length of the building.

POLICY 2

Reuse the Ferry Building as follows: predominantly commercial recreation (shops and restaurants) on the ground floor; predominantly offices on the second floor; predominantly office use on the third floor. Permit an additional partial fourth floor east of the existing nave for office use; limit its height to the height of the peak of the existing nave monitors.

POLICY 3

Replace the dilapidated portions of the bulkhead wharf between Pier 1 and the Ferry Building. Remove the existing structure and create a plaza.

POLICY 4

Create a plaza for passive recreation uses in front of the Ferry Building between Pier 1 and the Agriculture Building by the removal of parking and the reduction in width to two northbound lanes of the Embarcadero roadway. Design the plaza to create a visual setting for the Ferry Building and a symbolic terminus to Market Street. If found to be feasible after further analysis, extend the California Street cable car down Market Street to the plaza and create a MUNI bus stop adjacent to the east-west axis of the plaza along the Embarcadero. Use street furniture that provides weather protection and install additional ornamental double light fixtures like those presently used along the Embarcadero.

POLICY 5

Improve pedestrian access through the Ferry Building between the Golden Gate Ferry Terminal and the Embarcadero. Create a continuous walkway along the eastern side of the Ferry Building of approximately 10,000 to 20,000 square feet that is separate from service vehicle access.

POLICY 6

Allow on the BART Platform, immediately east of and related to the Ferry Building, minor amounts of outdoor commercial uses which are consistent with the use of the Platform as open space, such as a cafe, outdoor dining and flower vendors. Retain the existing restaurant, plaza, and ferry terminal. Relocate the existing ferry pier from between Pier 1 and Ferry Building to the south side of the BART Platform.

Agriculture Building

POLICY 1

Restore and adaptively reuse the Agriculture Building. Retain the original 1915 facades. Remove the 1918 addition and construct a new bay-side addition. Provide a galleria running the length of the building open at either end to connect with public outdoor spaces including tidal stairs adjacent to the Embarcadero Promenade. Permit the addition of a partial third floor, to be higher, except for the galleria skylight, than three feet above the peak of the existing roof. Use the first floor as a food hall and the second and third floors as a dining club to be relocated from the Ferry Building. Create a continuous walkway at the eastern side of building at least 15 feet wide.

POLICY 2

Remove the parking on the platform adjacent to the existing restaurant. Retain the existing restaurant.

Between Agriculture Building & Pier 24

POLICY 1

Develop a promenade between the Agriculture Building and Pier 24. Maintain visual continuity along the water and create a variety of wateredge experiences. Landscape the promenade where it will not block view corridors. Plant a double row of large trees to define activities, frame views and buffer winds. Provide appropriate street furniture to include wind protected seating areas and pedestrian scale lighting.

POLICY 2

Maintain open water where dilapidated Piers 14 through 22 have been removed as a visual relief to the intensely developed Downtown. Allow a buoy system for transient mooring at minimum cost for approximately 50 boats and include a boat shuttle service.

POLICY 3

Preserve and restore, and if no longer needed in its current use, adaptively reuse the Fire House at Pier 22 1/2.

Pier 24

POLICY 1

Provide continuous perimeter pedestrian access around the water sides of the pier. Provide a direct connection from the promenade to the north apron and continue design details from the promenade onto the apron. Develop the open deck at the pier's eastern end at the Bay Bridge pylon for fishing. Install trash cans, benches, and lighting.

POLICY 2

Allow the development of a limited amount of restaurants. Permit use of the 70,000 square foot shed for some unique commercial recreation, some community facility, and/or public assembly and/or maritime uses, but exclude specialty retail, hotel, and boatel uses. Orient this development towards local residents rather than tourists. Moor up to two commercial recreation-oriented historic ships on the pier's north side provided no such ships remain moored at Pier 3. Permit in the shed the minimum amount of short-term parking necessary to serve uses at the pier until inland parking sites are available.

POLICY 3

Develop according to the following program:

- Public access-perimeter aprons (no less than 20,000 s.f.)
- Fishing plaza-east end of pier (no less than 20,000 s.f.)
- Mooring of up to two commercial recreation historic ships (see program for Pier 3 above)
- Within the 70,000 s.f. shed, a combination of some or all of the following:
  - Restaurant and bar (up to 10,000 s.f.)
  - Other uses as per above program (up to 70,000 s.f.)
  - Short-term ancillary parking (up to 50,000 s.f.)
- Within the 30,000 s.f. bulkhead building between Piers 24 and 26:
  - Office (up to 30,000 s.f.)
  - Restaurant (up to 5,000 s.f.)

East Street Row

POLICY 1

Retain and as needed rehabilitate the YMCA and adjacent hotel buildings. Historically restore the Audiffred Building for commercial use. Infill vacant sites with buildings of similar scale, character and use. Allow housing up to 110 dwelling units per acre as an alternative to office use on Lots 8 and 12 of this Block 3715.

Rincon Annex

POLICY 1

Retain and restore as a historic landmark, the Rincon Annex Building, including the lobby and murals but excluding the loading docks. Adapt the building to new uses compatible with preservation. Consider re-use of the lobby as a local post office and/or museum and adapt the remainder of the building to a variety of commercial uses such as offices. If feasible, utilize the building's roof for a public garden and permit development of restaurants in the existing towers. Consider adding skylights compatible with the roof design and/or a new interior court.

POLICY 2

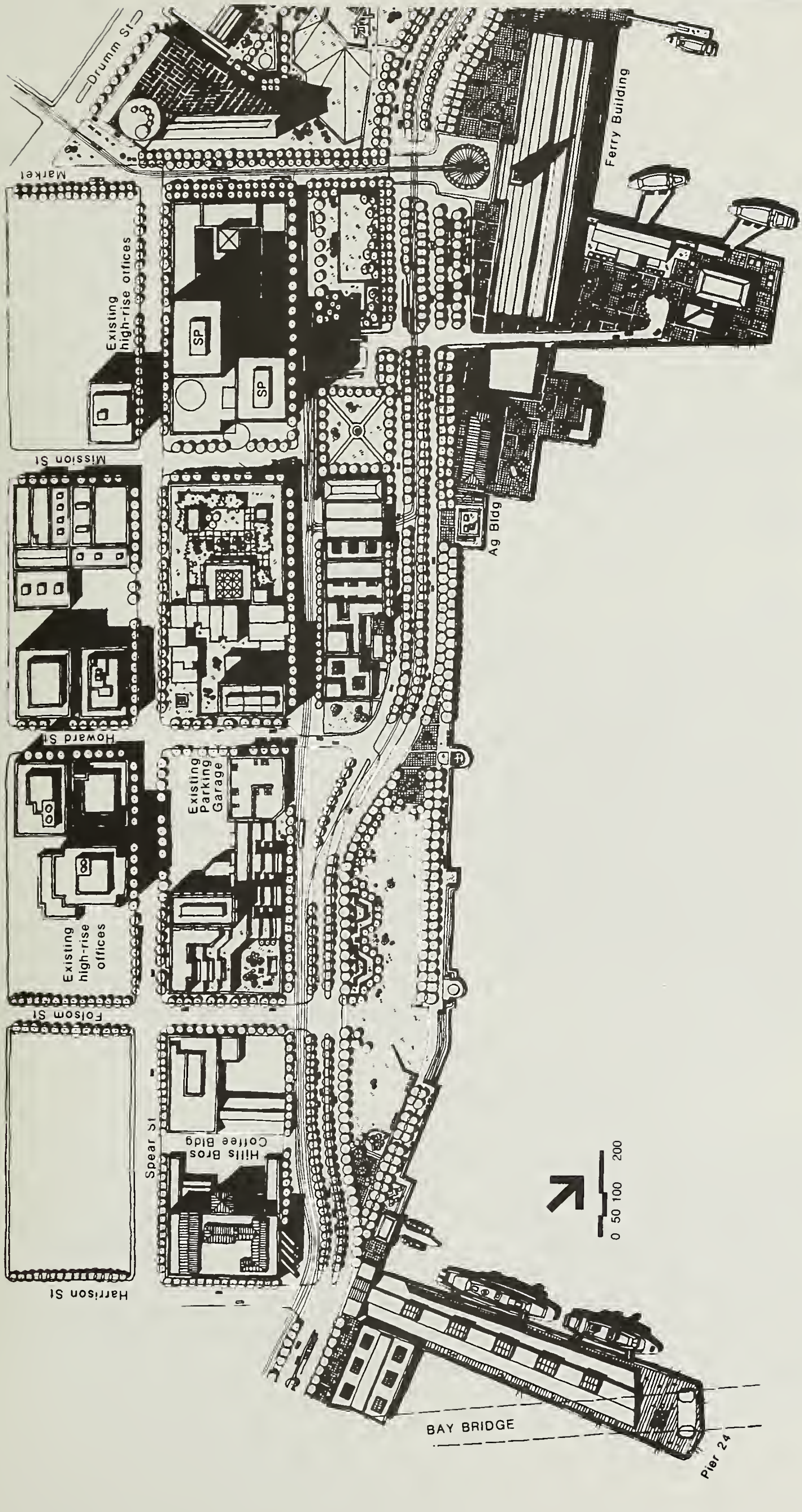
Develop a predominantly residential mixed-use complex with lower floor offices and ground floor commercial support uses on the rear (southern) portion of the Rincon Block according to the following program:

- Housing (approx. 400 units)
- Ancillary parking (approx. 400 spaces)
- Lower floor office and ground floor commercial support (approx. 35,000 s.f.)

Design the new development with consideration for its historic environment and relationship to the East Street Row, Rincon Annex, the Ferry Building and Hills Brothers Coffee Building.

POLICY 3

Close Steuart Street between Mission and Howard to through traffic.


Drumm St
Market
Ferry Building
Existing high-rise offices
SP
SP
Mission St
Ag Bldg
Howard St
Existing Parking Garage
Existing high-rise offices
Folsom St
Spear St
Hills Bros Coffee Bldg
Harrison St
0 50 100 200
BAY BRIDGE
Pier 24

FERRY BUILDING AREA SOUTH
Illustrative plan

Hills Brothers Coffee

POLICY 1

Retain Hills Brothers Coffee facility in its current use as long as possible and accommodate its needs for truck access and parking.

Block 3741

POLICY 1

Develop a 400 to 800 room hotel complex. 98 Folsom may be removed if necessary to accommodate the hotel. Retain the existing height limits. In the alternative, develop housing with a density range of 150 to 300 units per acre.

POLICY 2

Design the hotel to maximize views and sunlight and minimize wind exposure. Perform wind tunnel and sun studies prior to final design approval. Locate taller elements as far west and north as possible to reduce shading on waterfront open space. Locate elevator cores and service areas towards the Embarcadero Freeway to the greatest extent feasible to screen noise and minimize impacts on the rest of the complex and open spaces. If feasible, use roof surfaces for gardens, terraces, and balconies. Develop balconies to take advantage of views and break up the building's mass. Use light colors on the building exterior and encourage bright accents to liven surfaces.

Inland Site

POLICY 1

Reroute the Embarcadero roadway onto Steuart Street between Howard and Harrison Streets. In the strip vacated by the Embarcadero and on Blocks 3742 and 3743, build a public park adjacent to and inland of the promenade. Orient the park to the Bay and relate the park to the recreational preferences of residents rather than tourists. Provide large grassy open areas, a range of recreational equipment including a play structure, a tot lot, benches, game tables under shelter, and restrooms.

POLICY 2

Allow up to 12,000 square feet of space on the inland site north of Folsom Street to be used for a "Tavern-on-the- Green" type restaurant(s) and plaza. Design the restaurants to include opportunities for indoor and outdoor dancing and dining and for special events. Develop hard surface plaza areas and terraces which can vary in elevation adjacent to the restaurant(s) to create a variety of spaces and viewing experiences. Use landscaping and glass screens to protect from winds. If feasible, provide outdoor heating in selected areas to extend the seasonal and night-time comfortable usage of plazas. Encourage the restaurant(s) to expand their seating into portions of the plazas but ensure that the plazas do not become the sole territory of private establishments. Provide seating which does not exclusively require patronage to adjacent restaurants.

POLICY 3

Change the Height and Bulk District on Block 3742 from 84-E to 40-X. Change the Height and Bulk District on the rest of the Inland Site to open space.

NORTH CHINA BASIN AREA

OBJECTIVE 26

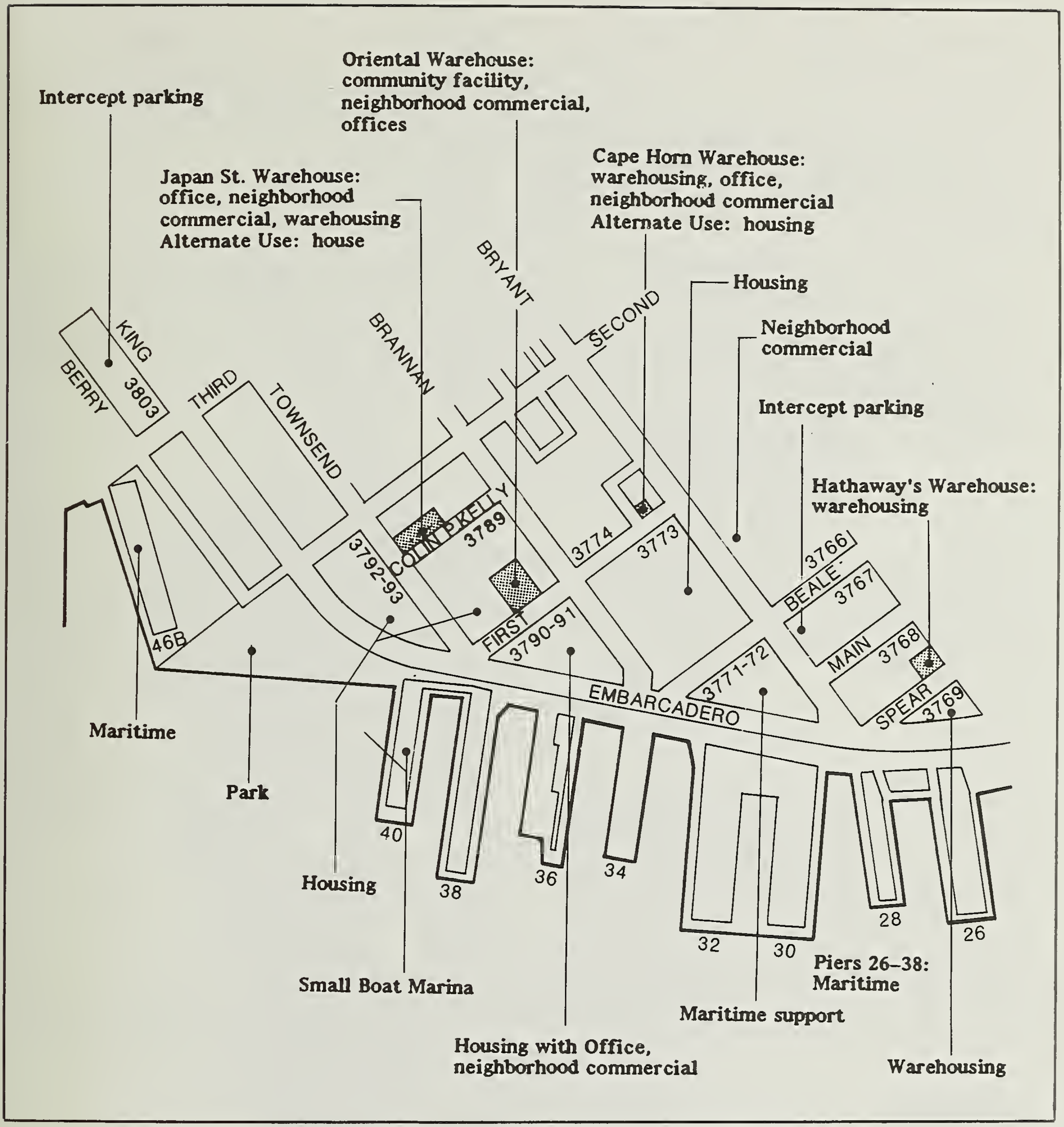
TO ENHANCE THE ECONOMIC VITALITY OF THE AREA AND CAPITALIZE ON ITS UNIQUE LOCATION AND ENVIRONMENTAL ATTRIBUTES FOR BOTH MARITIME AND RESIDENTIAL DEVELOPMENT.

POLICIES

Piers 26-38

POLICY 1

Continue Piers 26-38 in maritime use and provide auto, truck, and rail access as required to enhance their maritime utility.


Intercept parking
Oriental Warehouse: community facility, neighborhood commercial, offices
Japan St. Warehouse: office, neighborhood commercial, warehousing Alternate Use: house
Cape Horn Warehouse: warehousing, office, neighborhood commercial Alternate Use: housing
Housing
Neighborhood commercial
Intercept parking
Hathaway's Warehouse: warehousing
KING
BERRY
3803
THIRD
TOWNSEND
BRANNAN
BRYANT
SECOND
COLIN P KELLY
3789
3774
3773
3766
BEALE
3767
MAIN
3768
SPEAR
3769
3792-93
FIRST
3790-91
3771-72
EMBARCADERO
46B
40
38
36
34
32
30
28
26
Maritime
Park
Housing
Small Boat Marina
Housing with Office, neighborhood commercial
Maritime support
Piers 26–38: Maritime
Warehousing

NORTH CHINA BASIN AREA
Land Use Plan

Map 5

Blocks 3766-3771

POLICY 1

Develop intercept commuter parking for 400 to 800 cars on the southern part of Block 3767, under the Bay Bridge between Main, Bryant, and Beale Streets.

POLICY 2

Preserve Hathaway's Warehouse and continue viable warehousing uses on Blocks 3768 and 3769 between Harrison, the Embarcadero, Bryant and Main Streets.

POLICY 3

On Blocks 3770 and 3771 between Bryant, the Embarcadero, and Beale Streets, close Main Street and develop parking, truck, and rail access to support and enhance the maritime uses on adjacent Piers 26 through 38.

POLICY 4

Limit the height of any structure built on the northwest corner of Bryant and Beale Streets (Block 3766, Lot 7) to 24 feet. Ensure that such structures have a low profile and subdued design and color so as not to detract from the dramatic appearance of the adjacent Bay Bridge abutment. Screen the building with generous landscaping, including tall trees behind the building along the bridge abutment to relate to the trees to the west of the site. Provide vehicular access to the site only from Beale Street.

Piers 40-46A

POLICY 1

Remove Piers 42, 44, 46A and the easternmost wooden portion of Pier 40.

POLICY 2

Develop a small boat marina of approximately 400 slips for public pleasure craft from Pier 40 to Pier 46A.

POLICY 3

On Pier 40, provide a full range of services including boat building and repair facilities, day dock storage, sail maker, boat sales and rental, ship chandlery and other uses related to the marina. Construct a breakwater along the southern end of the marina and encourage fishing on it.

POLICY 4

Design any new or rehabilitated buildings on Pier 40 to reflect the bold, simple lines of traditional pier sheds. Provide continuous peripheral public access along the water sides of the pier including sitting and fishing areas, except for portions of the pier which may remain in ship repair use and related activities, where such public access might conflict. Locate a prominent sitting area at the eastern end of the pier. Ensure that pier railings and other design elements be compatible with the promenade and breakwater design. Do not obstruct navigational requirements of major ships between Piers 38 and 40.

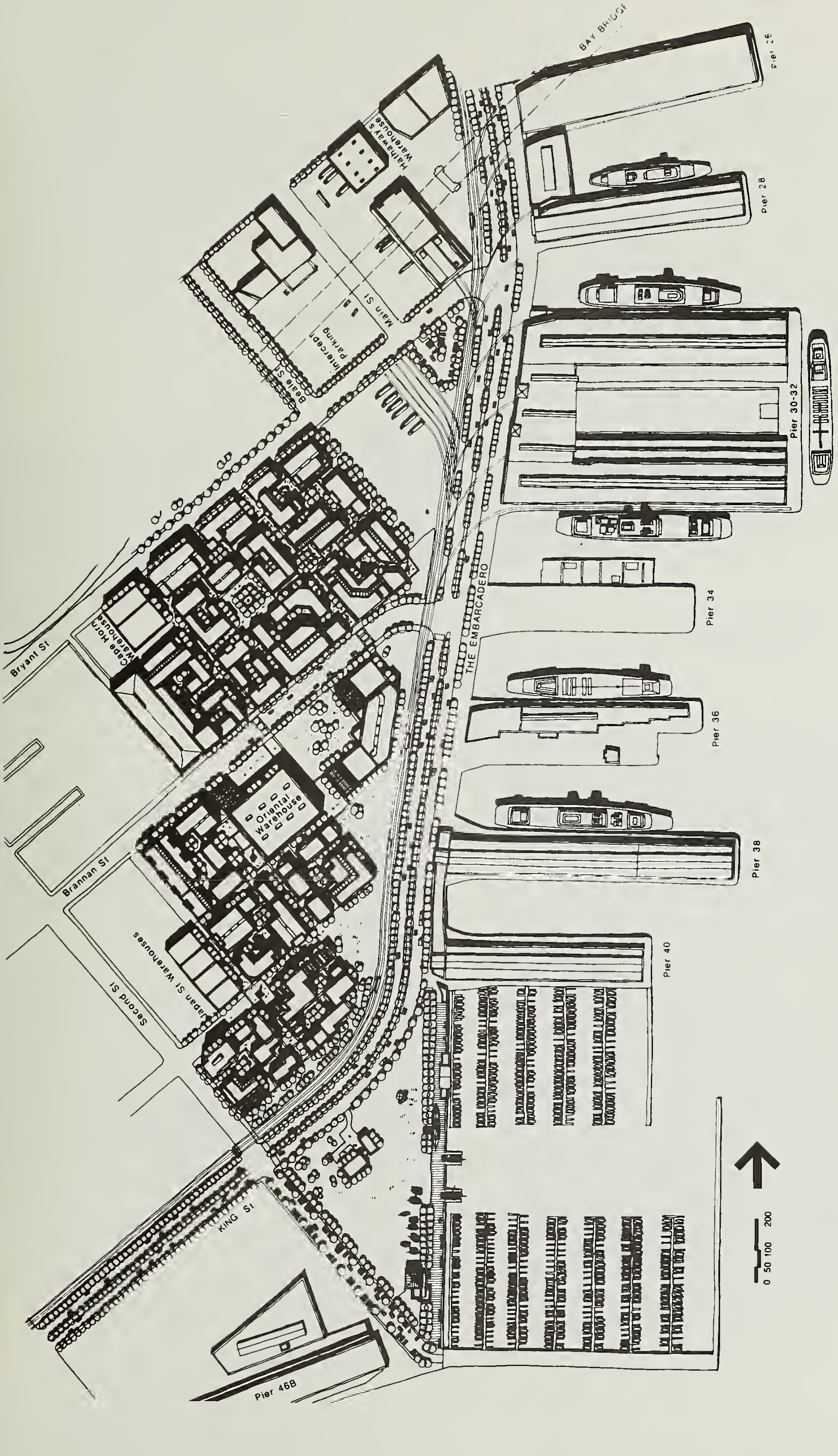
Public Park

POLICY 1

Between King and Second Streets and the Seawall, provide approximately five to seven acres of predominantly soft-surface park for recreational use.

POLICY 2

Remove or relocate the ramp structure to Pier 46B as soon as feasible. Include areas for active sports such as volleyball and separate areas for passive


BAY BRIDGE
Pier 26
Hathaway's Warehouse
Pier 28
Main St
Intercept Parking
Beale St
Pier 30-32
THE EMBARCADERO
Pier 34
Bryant St
Cape Horn Warehouse
Pier 36
Oriental Warehouse
Pier 38
Brannan St
Japan St Warehouses
Second St
Pier 40
KING St
Pier 46B
0 50 100 200

NORTH CHINA BASIN AREA
Illustrative plan

activities such as sitting, game tables under shelter, and a tot lot. Include toilet and drinking facilities. Buffer the park from the Embarcadero with devices such as landscaping, berms, and changes in elevation. Provide for drop-off parking to serve the Dolphin P. Rempp Restaurant. Allow a limited amount of parking with auto access from Second Street for the office building that may remain. Provide a hard-surface pedestrian promenade along the water's edge with opportunities for sitting and viewing. Connect the promenade to the peripheral public access areas on Pier 40 and to the breakwater. Permit pedestrian access to the marina only from the pier and breakwater and not directly from the park. Give special care to the location of a boat ramp. Prohibit commercial activities in the park but allow a limited amount of commercial recreation use incidental to and supportive of the open space. Provide promenade railings and other elements of a design compatible with the pier and breakwater.

Residential Neighborhood

POLICY 1

Develop mixed-income housing at an overall density of approximately 85 to 95 units per acre with the minimum density being 40 units per acre and the maximum density being 110 units per acre, with appropriate open space and neighborhood support uses on Blocks 3773, 3792, 3793 and portions of Blocks 3774 and 3789.

POLICY 2

Develop housing in small clusters of 100 to 200 units. Provide a range of building heights between 4 to 9 stories with no more than 40 feet in height along the Embarcadero and stepping up in height on the more inland portions to the maximum of 105 feet. Orient the mix of unit types to one and two bedrooms and include some three and four bedroom units. Pursue as the income and tenure goals, a mix of 20 percent low, 30 percent moderate and 50 percent middle and upper income, and a mix of rental, cooperative, and condominium units.

POLICY 3

Organize the housing clusters to maximize views to the water and downtown as well as sun exposure while minimizing shading of open space and blocking of views from adjacent areas. To the extent feasible, locate family units on ground floor levels adjacent to open space and recreational areas. Provide personalized entryways and private open space to all units. Orient the buildings to provide privacy and security.

POLICY 4

Design the structures and dwelling units to express character and diversity. Incorporate high standards of indoor and outdoor private space design and convenience and use high quality materials. Express a human scale in surfaces and materials with articulated facades, bay windows, cornice lines, roofscapes, overhangs, towers and chimneys. Use varied light colors to break up building mass and liven surfaces. Design the housing complex to be energy efficient, and consider the use of passive solar systems.

POLICY 5

Incorporate most parking as part of the building within housing clusters. Because garages may be only a half level below grade due to the high water table, landscape or buffer exposed garage edges. Locate residences above parking structures to stabilize them and minimize differential settlement. To the extent feasible, improve the portions of the garage roof not covered by structures for walkways and recreation areas. Use tree wells to allow large trees to grow within residential clusters. Design parking structures to have controlled vehicular access points and direct access to residential units for increased security. Provide additional guest and service parking for the residential units in street rights-of-way or adjacent to the clusters.

POLICY 6

Do not permit buildings to exceed 65 percent coverage of land or parking podium. To the maximum extent feasible, provide open space at ground level and provide planting in the ground. Ensure that any open space on top of a podium provides easy pedestrian and visual transition from the sidewalk.

Housing With Neighborhood Commercial

POLICY 1

Develop housing on Blocks 3790 and 3791 between Brannan, the Embarcadero, and First Street. In addition, allow neighborhood retail, professional services and other commercial uses oriented to the needs of residents of the adjacent housing and the larger South of Market area.

POLICY 2

Orient buildings to buffer the residential area from the adjacent ship repair activity. Design structures to protect views of the water from the residential areas. Carefully consider roof design and conceal roof equipment because of its visibility from adjacent residences. Landscape flat roofs and finish sloped roofs in attractive materials. Allow exposed parking only if the parking areas are extensively landscaped. Consider the use of turf block instead of asphalt paving.

Historic Preservation

POLICY 1

Retain and historically restore for adaptive reuse the Cape Horn and Japan Street warehouses and allow small scale offices, neighborhood commercial and warehousing uses. Keep in industrial use that portion of Block 3774, Lot 24 which is needed to expand the manufacturing operation of the abutting industrial activity. If Lot 24 remains in industrial use, the structure on Lot 18 may remain and be used for warehousing. As an alternate use, develop the sites of the Capehorn and Japan Street warehouses with housing provided that, to the maximum extent feasible, the street-facing facades of the existing structures are incorporated in the new development.

POLICY 2

Historically restore the Oriental Warehouse as the focal point of the residential community; include a combination of such uses as day care, recreation, and neighborhood services, professional offices and shopping. Remove the building to the north along the line of Brannan Street to enhance the form and visibility of the warehouse. Maintain the exterior facade and remove those windows that have been added without regard to the general exterior. Preserve portions of the existing paving as a public plaza and setting for the warehouse and remove unused spur tracks.

Walkways and Open Space

POLICY 1

Close the following streets completely: Berry between Second and the Embarcadero, the Embarcadero south of King, Main south of Bryant and Fremont south of Brannan. Close the following streets to through traffic, improve them as walkways and allow only limited local and service vehicle access: Townsend between Second and the Embarcadero, Colin P. Kelly Jr. between Townsend and Brannan, First between Brannan and the Embarcadero, Beale between Bryant and Brannan, and Second between King and Berry Streets.

POLICY 2

Develop a major plaza next to the Oriental Warehouse which is centrally located, and connect it to smaller open spaces within the proposed neighborhood. Have walkways open onto small plazas to create intimacy and spatial definition and orient them to be protected from winds. Enhance the feeling of outdoor security through use of lighting, walkways design, ingress and egress points and good surveillance by building orientation.

Pier 46B

POLICY 1

Retain the Pier 46B area for a Port maintenance facility and other maritime uses. If no longer needed by the Port for maritime use develop as a predominantly residential, mixed use development and include parking for the adjacent marina.

Intercept Parking

POLICY 1

Develop intercept commute parking for 400 to 800 cars on part of Block 3803 under the stub end of Interstate-280 between Third, Berry, Fourth, and King Streets.

EMBARCADERO CORRIDOR

OBJECTIVE 27

TO IMPROVE THE EMBARCADERO CORRIDOR IN ORDER TO FACILITATE THE MOVEMENT OF PEOPLE AND GOODS, ENHANCE PUBLIC ACCESS TO AND ALONG THE WATER, AND TO ELIMINATE THE BLIGHTING INFLUENCE OF THE ELEVATED FREEWAY STRUCTURE.

POLICIES

Embarcadero Roadway

POLICY 1

Realign the Embarcadero roadway between Broadway and Berry Street as follows:

a) Widen the sidewalks in front of Ferry Building to create a major plaza as an appropriate terminus to Market Street. When the freeway is removed reroute the roadway inland to increase the plaza size;

b) Reroute the roadway inland to Steuart Street from Howard to Harrison Streets to reduce its impact on the waterfront and to create opportunities for water-related activities; and

c) Divert roadway traffic from Berry to King Streets to create opportunities for future water-related uses and to provide a direct transit link to the Southern Pacific Depot. Close Berry east of Second Street and the Embarcadero roadway south of King Street.

POLICY 2

Improve the Embarcadero Roadway as follows:

(a) Provide two lanes each for southbound and northbound traffic with right and left turn channelization at selected intersections;

(b) Include an exclusive right-of-way for transit and freight rail service within the roadway cross-section;

(c) Provide a promenade for pedestrians, joggers and bicyclists along the water side of the roadway;

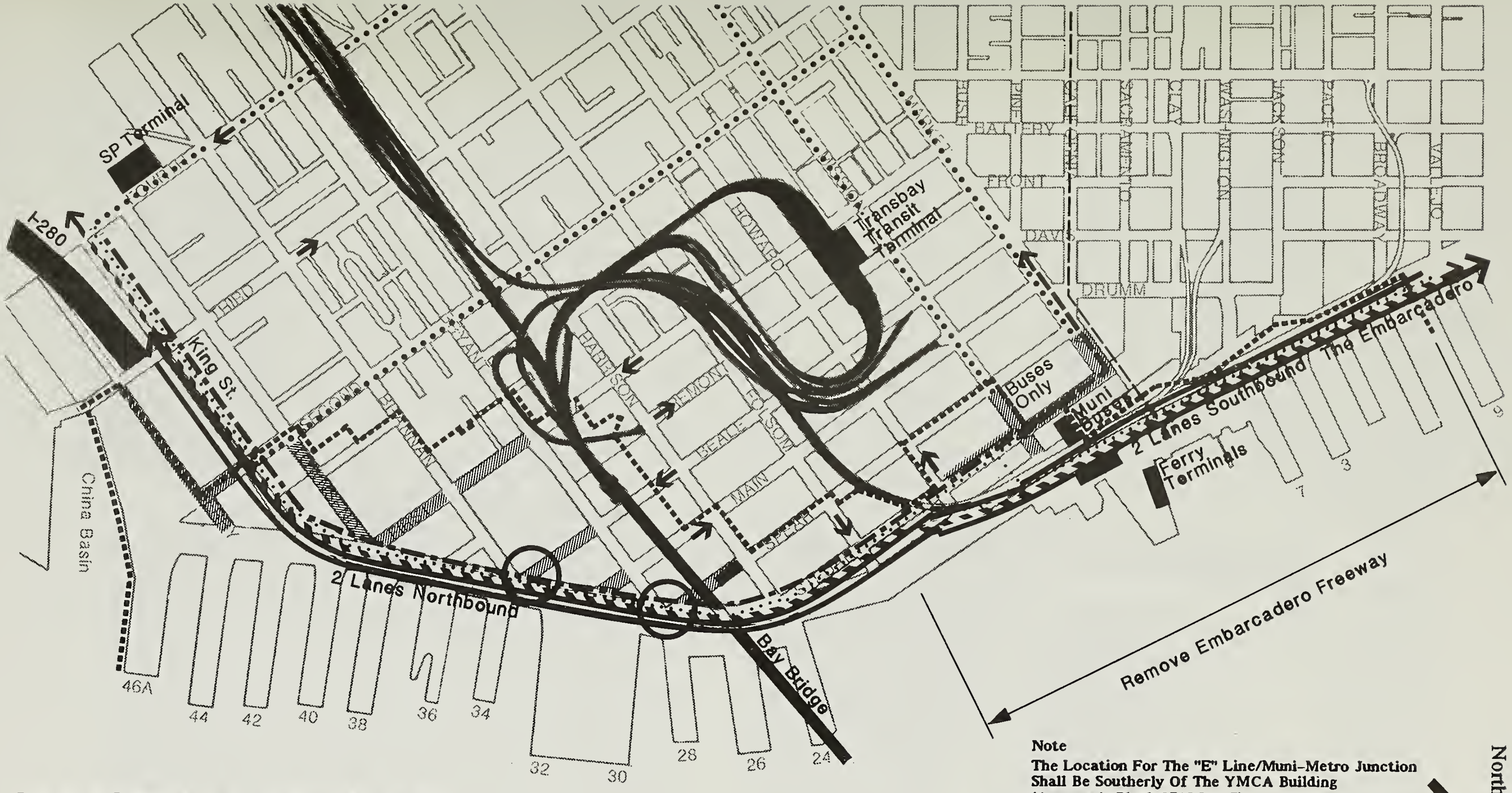
(d) Provide signalized pedestrian crossings, integrated with transit stops at Pacific, Market, Mission, Folsom, Bryant, Brannan, Townsend, Second, and Fourth Streets. Establish traffic signals and speed limits which give priority to pedestrian movement across the Embarcadero roadway; and

(e) Light the roadway with the same ornamental fixtures presently found along the Embarcadero. Lighting levels should be sufficient for public safety while avoiding unnecessary glare. Plant a generally continuous row of large street trees with an irrigation system along the right-of-way, transitway and promenade.

Embarcadero Freeway

POLICY 1

Remove the Embarcadero Freeway from Interstate-80 to Broadway, retaining only the bus ramps into the Transbay Terminal and the Main-Beale off-ramps. To prevent the Embarcadero from becom-


SP Terminal
I-280
King St.
China Basin
THIRD
SECOND
BRANNAN
BRYANT
HARRISON
FREMONT
BEALE
MAIN
SPEAR
FOLSOM
HOWARD
MISSION
MARKET
Transbay Transit Terminal
BUSH
PINE
CALIFORNIA
SACRAMENTO
CLAY
WASHINGTON
JACKSON
PACIFIC
BROADWAY
VALLEJO
BATTERY
FRONT
DAVIS
DRUMM
Buses Only
Muni
2 Lanes Southbound
The Embarcadero
Ferry Terminals
2 Lanes Northbound
Bay Bridge
Remove Embarcadero Freeway
46A
44
42
40
38
36
34
32
30
28
26
24
9
3
7

Note
The Location For The "E" Line/Muni-Metro Junction Shall Be Southerly Of The YMCA Building (Assessor's Block 3715,Lot 7)

TRANSPORTATION PLAN

▬	Embarcadero Roadway	••••	Transit Preferential Street		
▬ ▪ ▪	Muni–Metro Light Rail Vehicle	→	One–Way Streets	– – –	Cable Car
·····	"E" Passenger Rail Line	▬	Freeway	▨	Closed To Through Traffic
▪ ▬ ▬	Freight Rail (Beltline)	■	Terminal	○	Improved Intersection Design

Map 6

ing a major regional traffic corridor and to free major parcels of land for more effective development and increased open space, do not permit direct ramps into the Embarcadero roadway.

POLICY 2

If the elevated freeway cannot be removed in the near future, employ the following techniques for improving its appearance, reducing its impact and modifying its image as a barrier to the waterfront. Mitigate its visual bulk by heavy planting and mounding. Expand the vines which are growing on the freeway columns near the Ferry Building, so that the structure is covered in greenery. Plant a dense row of sycamore and poplar trees near the freeway to break up the massive visual effect. Mitigate noise impacts by applying acoustical material to the underside of the first and second levels and use double paned glass between the two levels in problem areas near the Agricultural Building, Ferry Building, and YMCA. Improve its appearance in the most visually impacted areas, particularly at Broadway, Market and Howard Streets. Remove parking under the freeway to reduce its physical impact and improve the pedestrian environment. Program activities under the structure on a seasonal basis to further modify its image as a physical barrier to the waterfront.

Freight Rail Line

POLICY 1

North of Howard Street, locate the Beltline in the Embarcadero transit median and share tracks with the Embarcadero transit line.

POLICY 2

From Howard Street, relocate the Beltline Railroad to Steuart Street to reduce its impact on the waterfront and create water-related activities.

POLICY 3

Between Harrison Street and Pier 38, keep the Beltline in its present location along the inland side of the Embarcadero roadway.

POLICY 4

South of Pier 38 continue the Beltline on its own track but run it in a center median along King Street.

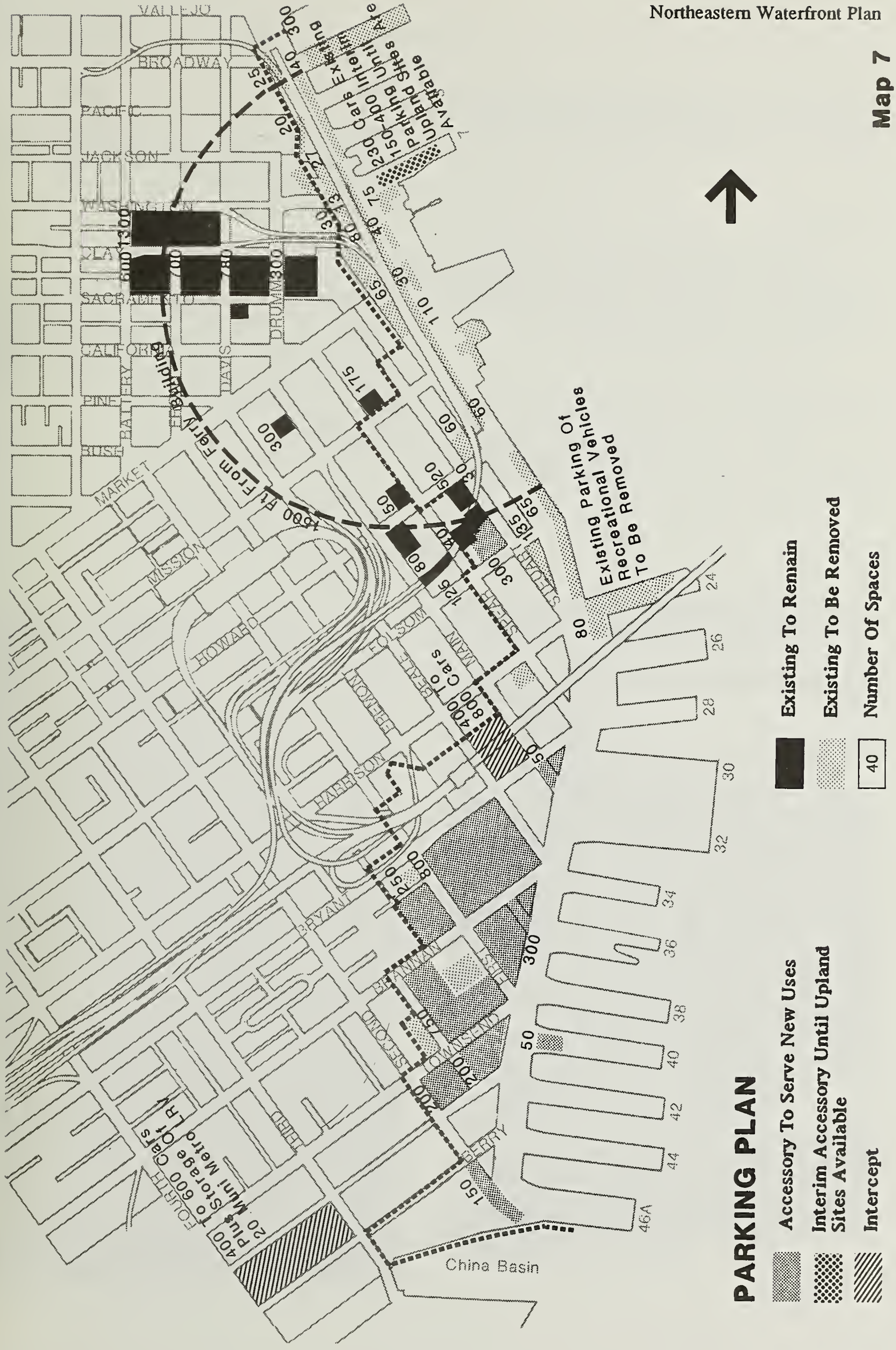
POLICY 5

Maintain spur tracks to Piers 26, 28, 30 and 32 from locations on the inland side of the roadway to serve maritime use. Separate the roadway from the piers south of the Bay Bridge with a wide truck access area. Provide rail storage and additional truck parking for maritime piers on Blocks 3771 and 3772.

Transit

POLICY 1

Build a rail transit system to operate on the median dual track transitway (the Embarcadero "E" line) from Fort Mason to the Southern Pacific Depot. The vehicle should be historic in character in order to provide a special waterfront transit identity. Make the system compatible with Beltline freight operations and compatible with the Muni-Metro light rail vehicles proposed to use the break-out


VALLEJO
BROADWAY
PACIFIC
JACKSON
WASHINGTON
CLAY
SACRAMENTO
CALIFORNIA
PINE
BUSH
MARKET
MISSION
HOWARD
FOLSOM
HARRISON
BRYANT
BRANNAN
TOWNSEND
BERRY
BATTERY
FRONT
DAVIS
DRUMM
BEALE
MAIN
SPEAR
STEUART
FREMONT
SECOND
THIRD
FOURTH
China Basin
1600 Ft From Ferry Building
Existing Parking Of Recreational Vehicles To Be Removed
230 Cars Existing
150-400 Until Interim Parking Sites Are Upland Available
To 400 Cars
400 Plus To 600 Cars Of Storage LRV
20 Muni Metro
300
25
20
140
27
13
30
75
40
80
30
65
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24
26
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30
32
34
36
38
40
42
44
46A
Existing To Remain
Existing To Be Removed
40
Number Of Spaces
Accessory To Serve New Uses
Interim Accessory Until Upland Sites Available
Intercept

Map 7

PARKING PLAN

from subway service at Steuart Street. Provide dual tracks to be shared by the light rail and E-line cars between Howard Street and the Southern Pacific Depot.

POLICY 2

Provide a storage facility for E-line vehicles under the stub end of the Interstate-280 freeway near King and Fourth Streets, in a small portion of the area proposed as an intercept parking lot.

POLICY 3

Provide transit stops at Pacific, Market, Mission, Folsom, Bryant, Brannan, Townsend, Second and Fourth Streets.

POLICY 4

Ensure convenient pedestrian connections between the intercept parking garages (on Blocks 3767 and 3803) and the rail transit stops.

POLICY 5

If found to be feasible after further analysis, extend certain trolley and bus lines and the California Street Cable Car to the Ferry Building. Facilitate pedestrian movement from Justin Herman Plaza to the Ferry Building.

POLICY 6

Prohibit heliports or STOL ports.

VIA CALIFORNIA ST

NOTES

1. Illustrative plans and graphics are not an official part of the Plan.

2. The size of Port piers and buildings is derived from prints of Port base maps which may not be completely accurate. Their true size, as determined by field examinations, shall govern rather than the estimates contained in this Plan.

3. **Glossary of Terms**

Bay-Oriented (or Water-Oriented) Commercial Recreation and Bay-Oriented Public Assembly: Facilities specifically designed to attract large numbers of people to enjoy the Bay and its shoreline, such as restaurants, cafes, specialty shops, hotels, boatels, theaters, concert halls, galleries, amusements, night clubs and cabarets.

Fill: Material including earth and pilings; any water coverage, whether on pilings or by cantilever, and floating structures moored for extended periods of time, such as houseboats and floating docks, but excluding historic ships.

Maritime: Referring to industrial, commercial and other operations directly related to the conduct of waterborne commerce or navigation, including shipping, commercial fishing and related or accessory uses. The term maritime does not refer to such uses as water-oriented restaurants or marinas for sport fishing or recreational boats.

CENTRAL WATERFRONT

AN AREA PLAN OF THE MASTER PLAN OF
THE CITY AND COUNTY OF SAN FRANCISCO

DEPARTMENT OF CITY PLANNING

CENTRAL WATERFRONT PLAN

Adopted September 27, 1990, by the City Planning Commission Resolution No. 12040 .

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CENTRAL WATERFRONT

INTRODUCTION

Scope and Organization

The geographic area covered in the Plan is comprised of a number of subareas shown on Map1. The Plan begins with introductory material covering the purpose of the Plan, relation to the Master Plan and Background. The Plan is then divided into two parts. Part I contains general objectives and policies for the Showplace Square, Central Basin, North Potrero, Islais Creek and Lower Potrero subareas followed by specific objectives and policies for each subarea. Part 2 contains objectives and policies for the Mission Bay subarea. This part is separately published as the Mission Bay Plan. It has been organized to qualify as a Specific Plan pursuant to state law and is the subject of a development agreement between the City and County of San Francisco and Catellus Development Corporation.

Purpose

The purpose of this Area Plan is to guide the future development of the Central Waterfront in a manner serving the varying needs and interests of San Francisco. The Plan establishes goals, objectives and policies providing direction for private and public investment in the area. It calls for development that will meet the City's pressing economic and employment needs without sacrificing environmental quality. The Plan is part of the San Francisco Master Plan and will set the official planning policies for the area.

Relation to the Master Plan

The updating and revision of the City's Master Plan as mandated by State law and the City Charter has resulted in the adoption of numerous plan elements. One of them, the Commerce and Industry Element, sets forth the planning principles to be applied in shaping the economic future of the City.

A critical issue addressed in the Commerce and Industry Element concerns the changing structure of the San Francisco economy. The once strong industrial component has declined and given way to the rapidly expanding office and commercial sectors. This structural shift in the local economy is mirrored in the changing composition of the labor force employed in the City.

Problems arising from this changing economic function of the City are becoming increasingly apparent. There is the danger stemming from overreliance on a limited number of economic sectors to provide jobs, especially during recessionary periods. The ability and speed with which resident workers can adjust to the job requirements of white collar employment remains uncertain. The daily influx of several hundred thousand commuters has adverse effects on air quality, traffic congestion, parking, and the demand for scarce public services. The character of San Francisco neighborhoods is also being altered. White collar professionals seeking living quarters have pushed up the price of housing and their spending patterns are leading to changes in the type of goods and services offered on neighborhood commercial streets.

The above factors were considered in arriving at the objectives in the Commerce and Industry element strongly favoring the diversification of San Francisco's economic base. The implementation program for the element calls for the preparation of industrial district improvement plans as a means of realizing these objectives. The Central Waterfront Area Plan represents a step toward fulfilling this task.

The Central Waterfront Area Plan emphasizes maritime and economic development policies, as well as housing policies, while at the same time establishing policies regarding transportation, recreation, commerce, and urban design. The formulation of these policies is based on the existing policies established in the various elements of the Master Plan.

Aerial view looking north from Twentieth Street.

Background

Description

The Central Waterfront covers the eastern shoreline of San Francisco between China Basin and Islais Creek and adjacent inland areas. The land area totals 900 acres or 1.4 square miles.

Showplace Square - design center.

Industrial uses dominate the Central Waterfront; however, much of the industrial activity takes the form of low intensity distribution functions such as wholesaling and storage. Until recently, rail yards consumed approximately one-third of the land. Trucking and warehousing facilities are present on the rail property as part of the railroad's intermodal operations. Manufacturing activity is limited and generally declining, though several manufacturers remain healthy. Some industrial buildings have been salvaged through commercial reuse. A major design center has emerged in the northwest section of the area, having been developed through the conversion of brick warehouses to showrooms for interior design products.

The Port of San Francisco has jurisdiction over much of the shoreline of the Central Waterfront area. Current maritime activities within this area include: Pier 48 — Forrest Terminals Paper dock; Pier 50 — break bulk general cargo dock; Pier 54 — Continental Maritime welding/ship repair facility; Pier 70 (Alvord Grant) —

auto terminal and fuel dock; Pier 80 — San Francisco Container Terminal North; and Pier 84 — general cargo dock. In association with these maritime operations, two major railroad holding yards existed — Santa Fe Railroad and Southern Pacific Railroad's Mission Bay Yard. These railroads served the Port and other industries based in San Francisco.

Also located along the shoreline within Port jurisdiction is the former Bethlehem Steel Shipyard. This yard consists of a number of dry docks for repairs of merchant vessels, as well as "ship ways" for the construction of barges.

The Central Waterfront area contains uses other than those involving industrial and port related maritime activities, such as boat clubs and small boat repair yards. A small residential neighborhood of several hundred inhabitants and supporting commercial uses is situated east of Potrero Hill and a houseboat community is berthed in China Basin Channel. Other commercial uses in the area cater to the needs of workers and businesses. Recreational opportunities are provided at Warm Water Cove and Aqua Vista Park on the shoreline where public access points to the Bay have been established. A Muni bus maintenance yard is also located in the area.

Access to the Central Waterfront is afforded through the close proximity of the freeway network and through local transit service and a commuter railroad. Although it appears that access to the Central Waterfront might be adequate, the bus and rail service are infrequent. The lack of parking for trucks and automobiles and the poor condition of public streets also act as hindrances to the area's accessibility.

History

The Central Waterfront area exists today as a man-made landscape. Its natural appearance prior to the incorporation of the City and County of San Francisco has undergone a complete transformation. The creeks, marshes, waters and hills that dominated the area in 1850 have vanished in favor of flat lands and Bay fill. This transformation occurred early in the City's history and was accompanied by the development of industrial, maritime and residential uses.

The section of the Central Waterfront north of 16th Street, now used for industrial and railroad activities, covers the former site of Mission Bay and Mission Creek. The waters of Mission Bay included approximately 260 acres, and though shallow, were navigable by draft vessels. Mission Creek was the main drainage for the eastern slopes of Twin Peaks and adjacent areas and was lined with salt marshes where Bay tides intruded. The marshes surrounding Mission Bay and Mission Creek occupied an additional 330 acres and extended inland westward of Potrero Hill to what is now Twentieth and Harrison Streets.

Filling of the marshes commenced in the 1850's and was undertaken by individual lot owners and as part of the construction of toll roads that bridged Mission Bay. Southern Pacific railroad acquired the bulk of the Mission Bay property in 1868 and 1869 from the State of California and private land owners. The railroad gradually filled Mission Bay during the later 19th and the early 20th centuries.

The filling of Mission Bay was aided by the action of the Atchison, Topeka and Santa Fe railroad in the China Basin area. As part of a lease condition from the State of California, the railroad in 1901 and 1902 reclaimed the tidelands and developed tracks and warehouse facilities. Only China Basin Channel was spared reclamation and remains today as a waterway.

Land use in the area was dominated by railroad activities, though other uses existed outside the railyards. To the west, where reclamation occurred earliest, brick warehouses were constructed as the area assumed an industrial character. On the waterfront, several finger piers were in active maritime use. One of these, Pier 50, is now the site of Mission Rock Terminal. With a capacity to berth six ships simultaneously, it was the largest pier on San Francisco Bay when completed in 1950.

The section of the Central Waterfront south of Central Basin to just north of Army Street was once a peninsula known as Potrero Point. The slopes of the peninsula extending from Potrero Hill rose to an altitude of 100 feet or more above the Bay. The area has been flattened and filled over the years to such an extent that no vestige of its former shape remains.

The deep water adjacent to Potrero Point created an excellent opportunity site for development. The earliest activities to locate there were shipbuilding, ship repair and gunpowder storage. The Tubbs Cordage Company was established in 1856 on a leveled site now occupied by Muni's Woods Yard. Included in the project was a 1500 foot rope walk which extended into the Bay and probably served a secondary purpose as a loading wharf. William Alvord received a grant of submerged property which he filled in order to construct the Pacific Rolling Mills in 1867. Pier 70 is now on this site. As fill increased, other industries located in the Potrero Point area. The San Francisco Gas Light Company commenced operations in 1872 and parts of it exist today in the present plant owned by the Pacific Gas and Electric Company. Other factories set up in this area included the California Poppy Soap Company, the Sea Island Sugar House, and the California Sugar Refinery.

The major leveling of hills on Potrero Point occurred in conjunction with the construction of the Union Iron Works in the 1880's. Though originally known for machinery production, the Union Iron Works was also active in the shipbuilding field. Its purchase in 1905 by Bethlehem Steel led to an expansion of its shipbuilding efforts. Ship production peaked during the two world wars and was augmented with repair and maintenance work during other times.

Nineteenth Street looking east.

The decision by Western Pacific railroad to fill its property south of the Gas Works finalized the elimination of Potrero Point as a peninsula. The Potrero Point shoreline was thus united with that of Islais Creek Basin.

The urban transportation system of the 19th century would not allow the separation of residential from industrial land uses to the degree that prevails today. Workers required housing in close proximity to their places of employment. Homes, hotels and boarding houses were constructed in the Central Waterfront area as residences for workers. Irish Hill was once a prominent working class neighborhood in the area until it was demolished to accommodate Bethlehem shipyard expansion during World War II. With few exceptions, most residences were demolished over the decades. The remaining ones can be found in a neighborhood adjacent to 22nd Street along Tennessee Street near Eighteenth.

Tennessee Street near 22nd Street.

The section of the Central Waterfront from Twenty-fifth Street south to Islais Creek Channel developed most recently. Islais Creek originally drained the area stretching from Twin Peaks and Glen Park to Alemany Gap before flowing into San Francisco Bay. It still flows into San Francisco Bay, although its course today runs through a concrete aqueduct beneath Interstate 280.

Islais Creek and the marshes surrounding were viewed as a barrier to the southern development of San Francisco. Organized efforts for reclamation were unsuccessful until 1925, when the passage of State legislation enabled the creation of the Islais Creek Reclamation District. The District was successful in filling the marshes and tidelands, dredging Islais Creek, and including a turning basin at its western end to allow room for ship maneuvering.

Industrial development was generally delayed until after World War II. During the war the area was the site of temporary housing. Demolition occurred after the war and much of the area was subsequently developed as a industrial park with single story concrete buildings. South of Army Street, food and oil processing plants were developed.

The most recent filling of Islais Creek occurred during the construction of Pier 80, formerly the Army Street ship Terminal. Financed by a bond issued approved by California voters in 1958, the terminal went into operation in 1967.

Land modification and Bay fill, both to accommodate the needs of economic activities, epitomize the historical development of the Central Waterfront. The recent history has taken a different turn. The establishment of the Bay Conservation and Development Commission, empowered to control activities on the Bay shoreline, has led to severe limitations on Bay filling. Changes in the locational economics of industry have resulted in firm closures and relocations. The area as of 1990, is suffering from economic deterioration with employment and production drastically reduced from former levels.

Conditions and Trends (1990)

Key indicators of the general conditions in the Central Waterfront all declined during the last several decades. The data on trends in population, land use, and employment documents the magnitude of the decline. Projections for these indicators show a further decline, although the bright spots now appearing in the economy may suggest a more favorable future is attainable for the area.

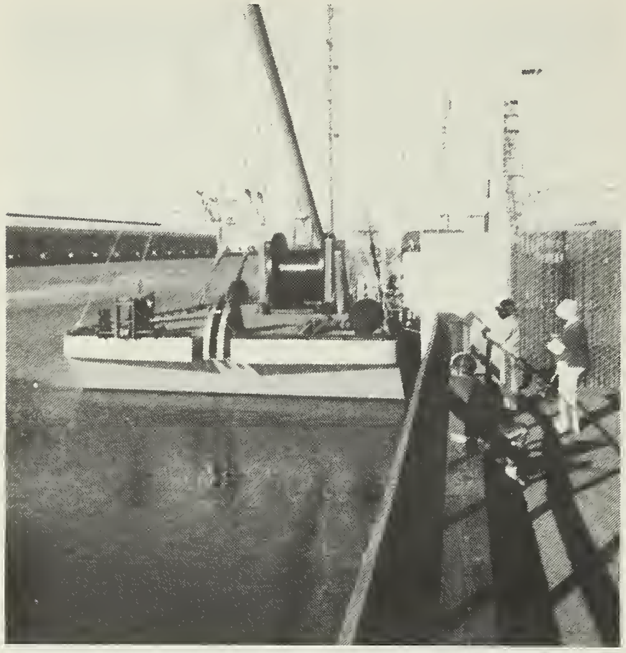
The residential population of the Central Waterfront, which totaled 531 in 1970, increased slightly to 614 in 1980 and to 756 in 1990. The area is benefitting from private rehabilitation and the condition of the existing 299 housing units is improving.

The entire Central Waterfront area encompasses 903 acres. Of this total, Mission Bay covers 315 acres. The 130 acres in Showplace Square is used primarily for apparel and interior design wholesale, storage and showroom facitlties. Data collected from a 1987 land use inventory indicates 482 acres in the Lower Potrero and waterfront areas of which 302 acres remain industrial, 18 acres are vacant, 58 acres in railroad easements under freeways and the remaining 108 acres are in a mix of uses.

With the proximity of the Central Waterfront to downtown, the general trend toward intensification of land use has begun. Much of the new construction has continued in the form of low intensity uses such as trucking depots and warehouses. The development of showrooms for interior design products in formly vacant warehouses in the Showplace Square area represents a healthy economic trend. This is being augmented by the establishment of commercial service uses to support the showroom activities.

From 1965 to 1970, when citywide employment increased by 12 percent, employment in the Central Waterfront dropped by 22 percent from 16,304 to 12,557 jobs. Major declines were registered in manufacturing and wholesale trade with transportation showing a smaller decline. Minor employmnt gains occurred in construction and commercial activities. The area has suffered additional employment losses since 1970 with the closing and relocating of firms in the metals products and ship repair industries. 1980 census data shows 11,004 persons employed in the Central Waterfront area. Of these, a significant portion (3,512) were employed in manufacturing jobs. This overall decline in jobs continued through 1985. Currently about 600 people are employed on the piers in this area. One facility accounts for about 70% of this total.

Two exceptions to the decline in manufacturing employment are the apparel industry and the wholesale interior design industry. Numerous firms in each field have recently located in the area. Increases in construction employment are due to the area's use for the storage of construction supplies. Though new trucking, warehousing and sholesale trade facilities have been constructed, potential net employment gains have been offset by closures and relocations of older firms and other losses of employment due to technological change and declining citywide demand.



Islais Creek looking east to Pier 80 Container Terminal.

Maritime trade through the Port of San Francisco has increased slowly since the mid-1960's, in part due to overall increases in Pacific Rim trade. However, the Central Waterfront has felt the effects of the decline in San Francisco's share of regional Port activity. While most piers do support some maritime activity, it is at a level below their cargo-handling capacities.

The decrease in the Port's share of general cargo trade can be attributed to technological changes within the maritime industry. Containerization has created the demand for the construction of new facilities at ports throughout the world. Whereas the Port of San Francisco did not convert to containerization until recently, the Port of Oakland, with federal assistance, developed one of the world's largest container ports and subsequently, drew shipping lines from San Francisco.

Modern port facilities require substantial back-up land for equipment operation, storage, and intermodal cargo transfers. The bulk cargo and related maritime activities north of Sixteenth Street are served by limited back-up land. Investment in new capital facilities by the Port of San Francisco has occured in the area south of China Basin where adequate back-up land is available. This southerly shift in the Port's maritime operations is reflected in the cargo tonnage statistics: In 1969, the Port's cargo tonnage was equally distributed between the piers north and south of China Basin; by 1987, over 80% of the cargo was handled in the southern portion.

Present and future trends point to the strong potential for revitalizing San Francisco's maritime economy. Cargo projections for the upcoming decades show increasing maritime traffic for Bay ports. Congestion at other West Coast ports combined with the availability of facilities in San Francisco should give the Port an opportunity to attract an increase in shipping activity. The expansion of trade with the Pacific Rim countries should also have a long-term positive impact on the Port of San Francisco.

Favorable economic trends are beginning to appear in the Central Waterfront. The previously identified healthy components of the local economy, apparel manufacturing and interior design activities, are now undergoing expansion and future growth is anticipated. The prospect of 8,270 new housing units and over six million square feet of employment in Mission Bay signal the healthy redevelopment of that portion nearest downtown. Changing conditions in the overall San Francisco economy could also bode well for the Central Waterfront. The boom in downtown highrise construction is causing some displacement of professional firms which are relocating in the South of Market area and are forcing upward pressure on rents. The displaced firms are often able to outbid existing industrial and downtown support activities for space. Many South of Market firms are seeking suitable sites for operation elsewhere within San Francisco. The Central Waterfront is one of the few areas in the City that can accommodate industrial uses. This trend, combined with expected increase in transportation costs from the suburbs could make the Central Waterfront a desirable location for certain industries. The growing desire for shorter commutes will also encourage the development of more housing near central workplaces.

Although statistical projections show a continuation of the declines in historic area land uses, the local economy is expected to grow as the mixed use Mission Bay development is implemented and as the specialized apparel and interior design industries continue to thrive. Maritime trade could increase, but only if the Port of San Francisco is aggressive in developing and marketing modern cargo-handling facilities. The Central Waterfront's general attractiveness for economic activities could also be boosted by the competition for a limited supply of industrial land in San Francisco.

OBJECTIVES AND POLICIES - PART I

SHOWPLACE SQUARE, CENTRAL BASIN, NORTH POTRERO, ISLAIS CREEK AND LOWER POTRERO SUBAREAS.

Overall Goal

The overall goal of the Plan is to create a physical and economic environment conducive to the retention and expansion of San Francisco's industrial and maritime activities. This goal is set forth in order to reverse the pattern of economic decline in the area and to establish a land base for the industrial and maritime components of the San Francisco economy. The following objectives and policies are designed to:

1. Increase employment opportunities for San Francisco's unemployed and underemployed residents;
2. Enhance the working environment to stimulate business growth; and
3. Improve the area's appearance and attractiveness.

LAND USE

OBJECTIVE 1

STRENGTHEN AND EXPAND LAND USES ESSENTIAL TO REALIZING THE ECONOMIC POTENTIAL OF THE SUBAREAS.

POLICY 1

Encourage the intensification and expansion of industrial and maritime uses.

POLICY 2

Preserve and protect the subareas as a land base for San Francisco industry. Prevent the conversion of land needed for industrial or maritime activity to non-industrial use.

BOAT SALES
BOATYARD

Pier 66 near Illinois and 18th Streets.

POLICY 3

Promote new development which has minimal adverse environmental consequences. Assure that the adverse environmental impacts of new development are fully mitigated.

OBJECTIVE 2

MAINTAIN AND DEVELOP ADDITIONAL USES ON LAND DETERMINED TO BE SURPLUS TO INDUSTRIAL AND MARITIME NEEDS.

POLICY 1

Preserve existing residential uses and develop limited new housing.

POLICY 2

Retain existing commercial uses and expand as needed to serve increases in the working and residential populations.

POLICY 3

Improve, expand, and develop recreational areas at established public access points along the waterfront enabling public use and enjoyment of the shoreline.

INDUSTRY

OBJECTIVE 3

RETAIN, EXPAND, AND PROTECT INDUSTRIAL ACTIVITY.

POLICY 1

Promote industrial expansion through maximizing and intensifying the use of existing facilities and properties, rehabilitating older industrial structures, and developing vacant land with industrial uses.

POLICY 2

Encourage the consolidation of rail operations and unnecessary tracks and facilities to increase land available for industry. Maintain and, as needed, upgrade rail service to San Francisco.

POLICY 3

Develop and promote training programs to target local residents for employment opportunities resulting from new economic development.

POLICY 4

Establish and promote financing programs to provide funds for local business development.

POLICY 5

Support the expansion of small businesses and firms in newly emerging industries.

POLICY 6

Encourage the growth of firms which strengthen or complement the maritime operation of the Port, either by directly engaging in maritime activities or by providing ancillary services which serve or support maritime activities.

Illinois Street and 18th Street.

POLICY 7

Remove antiquated and overly restrictive provisions from City codes that impose undue burdens on industry and restrict expansion efforts, but maintain requirements designed to protect and enhance environmental quality.

POLICY 8

Avoid encroachment of incompatible land uses on viable maritime-oriented and other industrial activity by appropriately zoning and mapping industrial districts. Resolve potential land use conflicts in a manner that recognizes the importance of industrial activity to the well-being of San Francisco.

POLICY 9

Deliver key public services, including police, fire, sanitation and transportation at levels necessary to support and encourage industrial activity.

POLICY 10

Assist firms displaced from other parts of San Francisco, especially those displaced by downtown office expansion, in locating in the subareas.

POLICY 11

Attract new industries that create employment opportunities for City residents, add tax revenues in excess of public service costs, and strengthen and diversify San Francisco's economic base.

MARITIME

OBJECTIVE 4

RETAIN AND EXPAND MARITIME USES ALONG THE CENTRAL WATERFRONT.

POLICY 1

Retain, improve and expand all existing maritime general cargo facilities along the Central Waterfront (Piers 48, 50, 70, and 80).

POLICY 2

Retain all existing ship repair operations along the Central Waterfront (Pier 54 and the former Bethlehem Yard).

POLICY 3

Encourage the expansion and modernization of maritime cargo handling facilities and the development of container facilities along the waterfront south of Mariposa Street.

POLICY 4

Reserve land adjacent to the waterfront as required for maritime support use.

From Pier 70 looking west toward dry docks and ship repair.

Third and 22nd Streets.

COMMERCE

OBJECTIVE 5

PROVIDE A QUANTITY AND MIX OF COMMERCIAL ACTIVITIES NECESSARY TO SERVE THE LOCAL NEEDS OF THE SUBAREAS.

POLICY 1

Promote the retention and improvement of existing commercial activities that support local residential, industrial, maritime, and recreational uses.

POLICY 2

Support the expansion of commercial uses if needed to serve demand generated by new development.

POLICY 3

Prevent new office development, except that which serves a principal industrial or maritime use.

POLICY 4

Encourage water-oriented commercial recreation activities at public access points along the shoreline.

RESIDENCE

OBJECTIVE 6

RETAIN AND IMPROVE EXISTING RESIDENTIAL USES AND DEVELOP A LIMITED QUANTITY OF NEW HOUSING.

POLICY 1

Encourage the preservation and rehabilitation of the existing housing stock.

POLICY 2

Encourage additional housing within established residential areas.

POLICY 3

Require new residential developments to include an adequate supply of low and moderate income units and provide a mix of unit types to accommodate a variety of household sizes.

POLICY 4

Provide rent supplements and assist in local home ownership to avoid displacement of existing residents.

Tennessee Street near 18th Street.

TRANSPORTATION

OBJECTIVE 7

IMPROVE THE TRANSPORTATION ACCESSIBILITY OF THE SUBAREAS.

POLICY 1

Improve citywide and regional transit access to the subareas.

POLICY 2

Provide adequate rail and truck access to all maritime piers.

POLICY 3

Establish an official truck route system along the designated major and secondary thoroughfares to facilitate truck movements within and to port facilities and other area businesses and to minimize the adverse impacts of truck movement on adjacent residential, commercial and recreational land uses.

POLICY 4

Extend a Light-Rail Vehicle line through the Central Waterfront along the Third Street corridor connecting to the Southern Pacific Depot and the proposed Embarcadero rail line.

POLICY 5

Improve transportation access on Third Street by implementing design changes in traffic lanes, turning bays, and signal timing.

POLICY 6

Improve regional highway access by completing the proposed State Route 230 (Hunter's Point Parkway) and the proposed on-ramp to Interstate 280 immediately south of Islais Creek Channel.

OBJECTIVE 8

IMPROVE TRANSPORTATION CONDITIONS WITHIN THE SUBAREAS.

POLICY 1

Improve internal vehicular circulation through the construction, repair, and maintenance of public streets, and the provision of appropriate signing and lighting.

POLICY 2

Maintain and construct sidewalks on streets with pedestrian traffic.

POLICY 3

Encourage the use of public transit, carpooling/vanpooling, and jitney service to minimize the consumption of scarce industrial land for commuter parking lots. Where demand for parking can be clearly established, give preference to parking structures as opposed to open lot parking.

POLICY 4

Provide short-term parking to support wholesale, design, and related activities. Develop parking treatments for on-street spaces to assure short-term turnover of vehicles.

POLICY 5

Require off-street parking facilities for freight loading and service vehicles in all major new developments and incorporate these in older buildings where feasible. Provide short-term loading spaces on the street for routine deliveries and essential services, with strict enforcement of time limits.

POLICY 6

Encourage new developments to provide pedestrian amenities and transit access improvements such as pedestrian resting areas, bus stop shelters and transit information displays.

RECREATION AND OPEN SPACE

OBJECTIVE 9

PROVIDE PUBLIC ACCESS AND RECREATIONAL OPPORTUNITIES ALONG THE SHORELINE.

POLICY 1

Maintain and improve the quality of existing shoreline recreational areas at Aqua Vista Park and Warm Water Cove.

POLICY 2

Expand existing recreational areas and establish a new one at Islais Creek Channel, so long as it is compatible with present or planned maritime activity.

POLICY 3

Provide public overlooks, viewing areas, and open spaces with convenient pedestrian access in areas of maritime activity.

Aqua Vista Park overlooking the Central Basin / Pier 68.

URBAN DESIGN

OBJECTIVE 10

ACHIEVE AN AESTHETIC URBAN FORM CONSISTENT WITH THE ECONOMIC DEVELOPMENT OF THE SUBAREAS.

POLICY 1

Reinforce the visual contrast between the waterfront and hills by limiting the height of structures near the shoreline. Relate the height and bulk of new structures away from the shoreline to the character of the topography and existing development.

POLICY 2

Protect and create views of the downtown skyline and the Bay. Design and locate new development to minimize obstruction of existing views.

POLICY 3

Encourage the rehabilitation of architecturally or historically significant buildings with reuse potential.

POLICY 4

Encourage the inclusion of recreational facilities, outdoor leisure areas, and public open spaces in new private developments.

SUBAREAS

SHOWPLACE SQUARE SUBAREA

OBJECTIVE 11

DEVELOP A MAJOR DESIGN CENTER IN THE SHOWPLACE SQUARE SUBAREA.

POLICY 1

Encourage the expansion of the subarea's predominant use for the exhibit, marketing, and wholesale trade of interior design products.

POLICY 2

Encourage the development of a community design center for neighborhood use.

POLICY 3

Encourage the development of ancillary commercial activities to serve the area's businesses, workers, and visitors.

POLICY 4

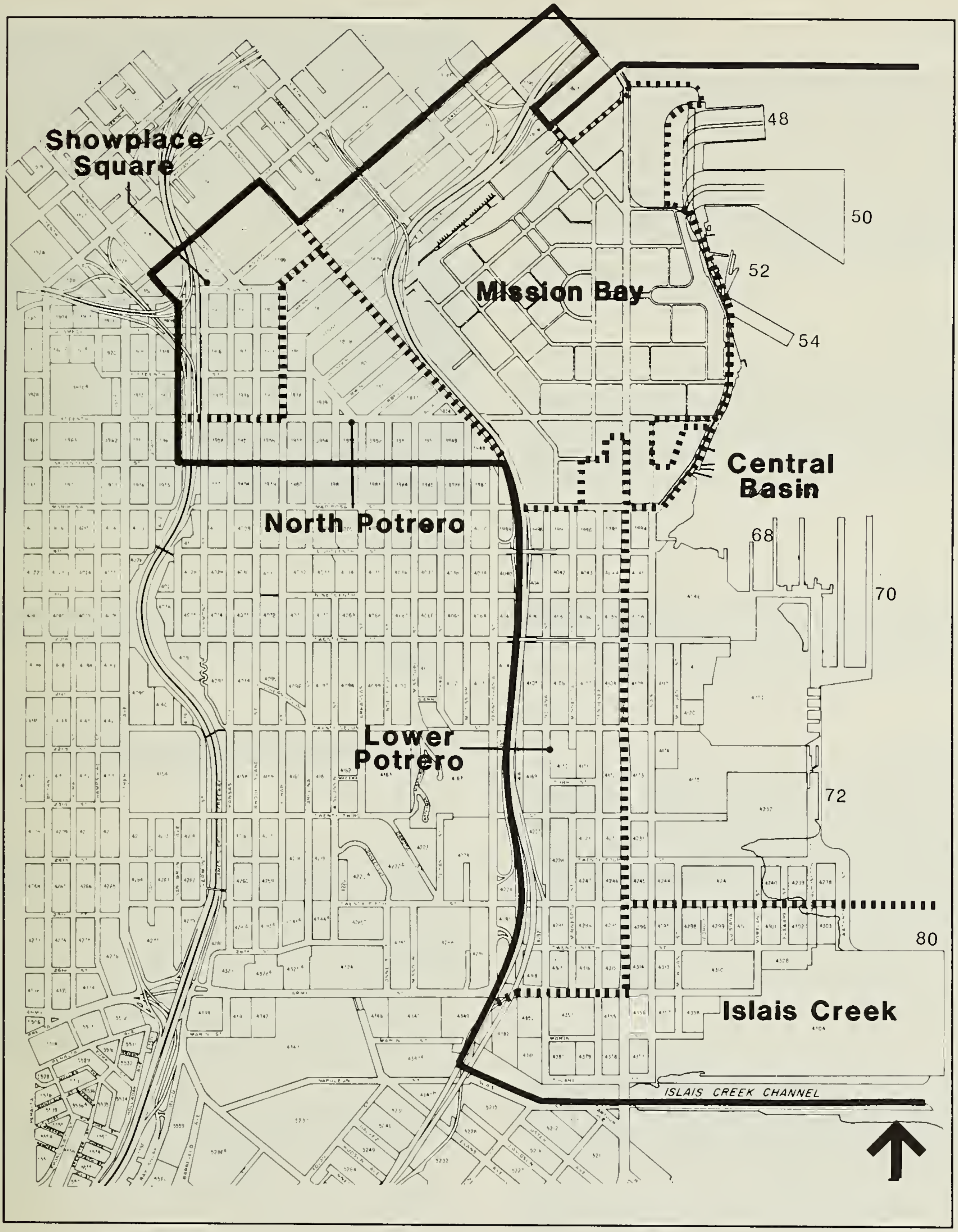
Encourage the evening use of buildings and facilities for business, entertainment, public assembly, and ceremony.

POLICY 5

Assist in relocating within San Francisco any industrial uses displaced by the expansion of design-related activities.

OBJECTIVE 12

DEVELOP TRANSPORTATION IMPROVEMENTS TO ENHANCE PEDESTRIAN CIRCULATION AND FACILITATE TRAVEL AND GOODS MOVEMENT TO AND WITHIN THE SHOWPLACE SQUARE SUBAREA.


Showplace Square
Mission Bay
North Potrero
Central Basin
Lower Potrero
Islais Creek
ISLAIS CREEK CHANNEL
48
50
52
54
68
70
72
80

CENTRAL WATERFRONT
Planning Area

Map 1

POLICY 1

Redesign the roadway and sidewalk at the intersection of Eighth, Townsend, Division, and Kansas Streets to create a major pedestrian link to the adjacent activity centers and to provide for safe traffic flow. Include attractive landscaping, quality sidewalks, and street furniture to improve the pedestrian environment.

POLICY 2

Determine the present and future use status of all spur tracks and effectuate the removal of the abandoned, unused, or unnecessary trackage. For those spur tracks scheduled for retention, strictly enforce the street maintenance responsibilities of the users.

POLICY 3

Construct and maintain sidewalks throughout the Showplace Square Area and provide street beautification improvements for pedestrian enjoyment.

POLICY 4

Develop parking control measures establishing areas for short and long-term automobile parking and truck loading. Use appropriate on-street parking controls, such as signing and metering, to indicate areas for short-term automobile parking and truck loading.

POLICY 5

Construct a multi-story parking facility as needed to serve increased demand for parking generated by new development. Encourage the conversion of surface parking lots to more intensive use.

OBJECTIVE 13

PRESERVE AND EXPAND THE HISTORIC INDUSTRIAL CHARACTER OF THE SHOWPLACE SQUARE SUBAREA.

POLICY 1

Encourage the retention and promote the reuse of buildings with brick and timber construction.

POLICY 2

Encourage the design of new construction to be consistent with the existing architectural character of the subarea.

POLICY 3

Screen unsightly open yard and other unattractive uses from public view with aesthetic facade or landscaping.

NORTH POTRERO SUBAREA

OBJECTIVE 14

IMPROVE AND STRENGTHEN THE INDUSTRIAL CHARACTER OF THE NORTH POTRERO SUBAREA.

POLICY 1

Promote the rehabilitation of industrial buildings and encourage more intensive use of existing facilities.

POLICY 2

Market vacant land and buildings for light industrial uses.

From Pier 70 looking south to Warm Water Cove and Pier 80.

CENTRAL BASIN SUBAREA

OBJECTIVE 15

EXPAND MARITIME ACTIVITY IN THE CENTRAL BASIN SUBAREA.

POLICY 1

Continue and expand the use of Piers 48 and 50 for general cargo. Maintain a six acre area inland and adjacent to the piers to provide a cargo backland support area to support maritime uses of these piers.

POLICY 2

Encourage the retention and promote the expansion of ship maintenance and repair activities at the Bethlehem site which support and strengthen San Francisco's maritime industry.

OBJECTIVE 16

RETAIN AND EXPAND INDUSTRIAL USES.

POLICY 1

Encourage more intensive use of existing industrial land and facilities in locations or for durations which will not foreclose or inhibit development of future container facilities.

POLICY 2

Assure that any power plant expansion on the Pacific Gas and Electric Company site will provide additional employment and will not adversely affect the environment.

OBJECTIVE 17

IMPROVE AND EXPAND WATERFRONT RECREATION.

POLICY 1

Maintain and improve existing recreational improvements at Warm Water Cove and expand to adjacent waterfront properties. Develop a waterfront picnic area and fishing pier at Twenty-Fourth Street. Provide public access along the north side of the Cove and construct a fishing quay at the Bay. Shield the recreation area from surrounding industrial uses by providing attractive landscaping. (See also Recreation and Open Space Element, I.3.38).

POLICY 2

Improve and expand the existing Agua Vista Park by developing a public beach and waterfront park and a small boat marina, so long as compatible with existing and planned maritime and private ship repair activities. (See also Recreation and Open Space Element I.3.38).

POLICY 3

Continue the use of the existing public boat ramp south of Pier 50. If future port development necessitates, replace it with an equivalent elsewhere on the eastern shoreline.

OBJECTIVE 18

RELATE THE SCALE OF NEW DEVELOPMENT TO SAN FRANCISCO'S DISTINCTIVE HILL FORM, TO THE ADJACENT WATERFRONT, AND TO EXISTING DEVELOPMENT.

POLICY 1

Minimize blockage of private and public views and maintain, to the extent feasible, sightlines from Potrero Hill and Mission Bay to the waterfront and downtown.

Islais Creek Channel and Third Street Bridge.

ISLAIS CREEK SUBAREA

OBJECTIVE 19

EXPAND MARITIME ACTIVITY AND ANCILLARY SERVICES.

POLICY 1

Continue to modernize Pier 80 as a container terminal facility. Expand the North container terminal by acquiring the Western Pacific Railroad yard and associated parcels for maritime development.

POLICY 2

Continue the maritime use of Pier 84 and adjacent land.

OBJECTIVE 20

DEVELOP WATERFRONT RECREATIONAL USES ON ISLAIS CREEK CHANNEL.

POLICY 1

Develop the Islais Creek Turning Basin for recreational use and a small craft marina, if and when it is no longer needed for Port maritime activity.

OBJECTIVE 21

RETAIN AND EXPAND INDUSTRIAL USES IN THE ISLAIS CREEK AREA.

POLICY 1

Encourage industrial uses in the area west of Pier 80 south to Islais Creek Channel.

LOWER POTRERO SUBAREA

OBJECTIVE 22

RETAIN AND EXPAND INDUSTRIAL USES IN THE LOWER POTRERO AREA.

POLICY 1

Encourage the intensification and expansion of manufacturing and wholesale trade activities.

POLICY 2

Develop the vacant and surrounding land bounded by Interstate 280, Mariposa, Twenty-Second and Third Streets with a mini-industrial park providing closure, privacy, security, open space and a buffer from neighboring residential areas through the innovative design of buildings, landscaping, sidewalks, parking, and screening.

From Eighteenth Street looking southeast.

OBJECTIVE 23

PRESERVE AND IMPROVE THE EXISTING RESIDENTIAL NEIGHBORHOOD.

POLICY 1

Protect existing housing from the adverse effects of adjacent industrial activity. Promote screening, soundproofing, and landscaping of industrial uses to minimize their impact on residential areas.

POLICY 2

Promote the retention and conservation of the existing housing stock. Support efforts to rehabilitate substandard units at affordable costs to increase the supply of decent housing.

POLICY 3

Encourage the development of new housing on vacant sites in the residential district adjacent to Twenty-Second Street from Third to Minnesota Streets.

POLICY 4

Improve existing commercial uses on Third Street and Twenty-Second Street and expand as needed to serve the local population.

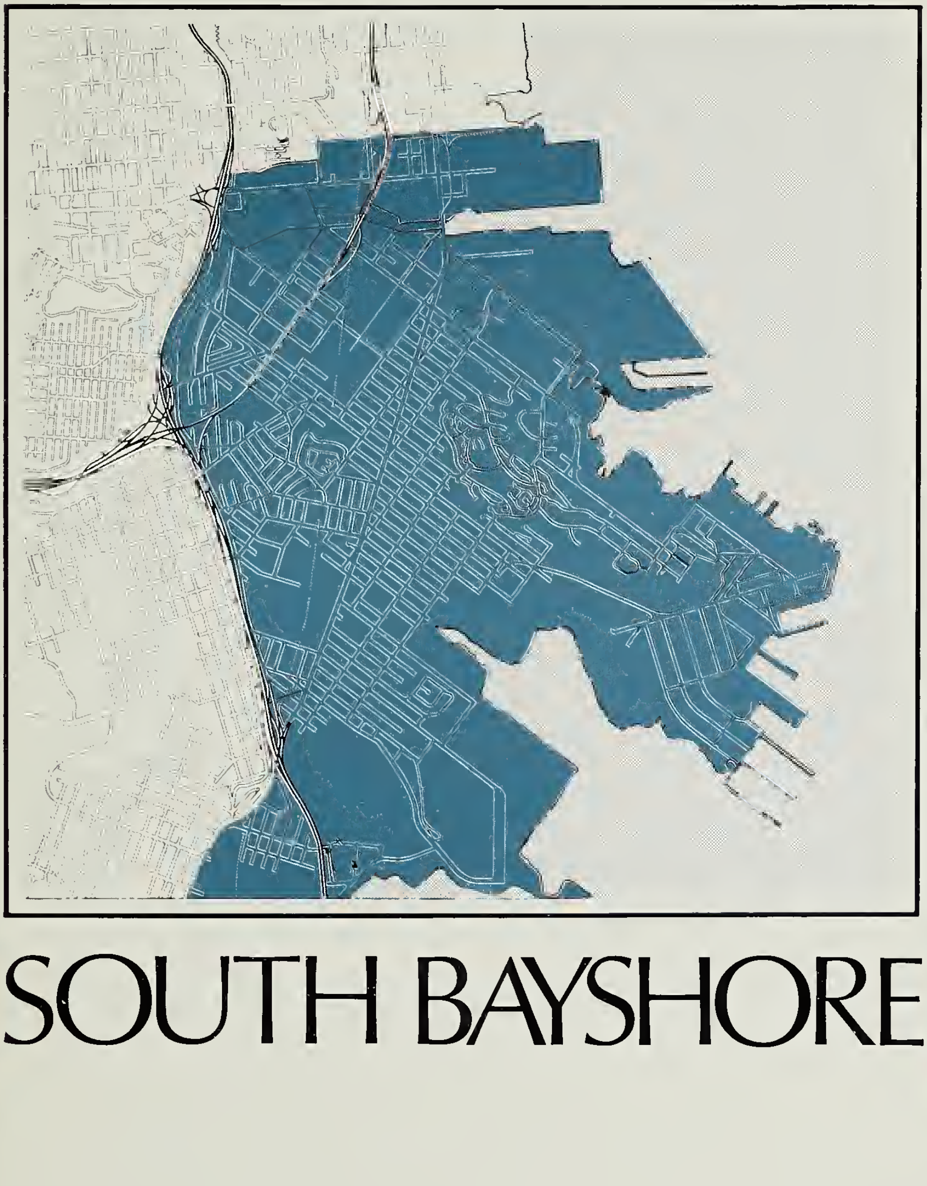
POLICY 5

Improve the I. M. Scott School yard for playground use and rehabilitate the school building for community use.

OBJECTIVES AND POLICIES - PART 2: SEE MISSION BAY PLAN

SOUTH BAYSHORE

SOUTH BAYSHORE
SOUTH BAYSHORE



SOUTH BAYSHORE

AN AREA PLAN OF THE MASTER PLAN OF
THE CITY AND COUNTY OF SAN FRANCISCO

SOUTH BAYSHORE

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AN AREA PLAN OF THE MASTER PLAN OF THE
CITY AND COUNTY OF SAN FRANCISCO

Planning Department of the City and County of San Francisco
Adopted July 1995

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AN AREA PLAN OF THE MASTER PLAN OF THE CITY AND COUNTY OF SAN FRANCISCO

PLANNING DEPARTMENT
CITY AND COUNTY OF SAN FRANCISCO
July 1995

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SOUTH BAYSHORE AREA PLAN

Adopted July 20, 1995 by the San Francisco City Planning Commission Resolution No. 13917

SUMMARY OF OBJECTIVES AND POLICIES

LAND USE

OBJECTIVE 1

STIMULATE BUSINESS, EMPLOYMENT, AND HOUSING GROWTH WITHIN THE EXISTING GENERAL LAND USE PATTERN BY RESOLVING CONFLICTS BETWEEN ADJACENT INDUSTRIAL AND RESIDENTIAL AREAS .

POLICY 1.1

Improve the relationship between housing and industry along the perimeter of the industrial area bordered by Candlestick Point State Recreation Area and the residential communities in the South Basin area.

POLICY 1.2

Restrict toxic chemical industries and other industrial activities with significant environmental hazards from locating adjacent to or nearby existing residential areas.

POLICY 1.3

Adjust selected zoning boundaries of South Basin east of Third Street to provide greater compatibility with adjacent residential uses.

POLICY 1.4

Encourage development of South Basin west of Third Street as light industrial/ heavy commercial activity center.

POLICY 1.5

Encourage a wider variety of light industrial uses in South Basin by giving greater priority to live/work activity, by more efficient use of industrial space, and by more attractive building design.

POLICY 1.6

Encourage development of a healthy mix of residential, retail, open space, and small trade shops along Innes Avenue to buffer the India Basin industrial area from the Hunters Point residential community.

OBJECTIVE 2

IMPROVE USE OF LAND ON THIRD STREET BY CREATING A MORE COMPACT COMMERCIAL AREA, ESTABLISHING CENTERS FOR GROWTH OF COMPLEMENTARY USES, AND RESTRICTING UNHEALTHY USES.

POLICY 2.1

Improve the physical and social character of Third Street to make it a more livable environment.

POLICY 2.2

Shape improvement of Bayview Opera House to serve as primary cultural activity center for revitalization of Third Street.

POLICY 2.3

Restrict uses such as liquor sales establishments on Third Street.

POLICY 2.4

Encourage new mixed-use projects to strengthen Third Street as the commercial spine of the neighborhood.

TRANSPORTATION

OBJECTIVE 3

MAKE SURFACE STREET AND FREEWAY IMPROVEMENTS TO ENCOURAGE TRUCK TRAFFIC AWAY FROM NEIGHBORHOOD RESIDENTIAL AND COMMERCIAL AREAS.

POLICY 3.1

Improve and establish truck routes between industrial areas and freeway interchanges.

OBJECTIVE 4

DEVELOP AND MAINTAIN A SYSTEM FOR THE EASY MOVEMENT OF PEOPLE AND GOODS, TAKING INTO ACCOUNT ANTICIPATED NEEDS OF BOTH LOCAL AND THROUGH TRAFFIC.

POLICY 4.1

Develop a comprehensive network and schedule of roadway improvements to assure that South Bayshore maintains an adequate level of service at key intersections as the residential and work force population in the district increases.

POLICY 4.2
Develop the necessary improvements in public transit to move people efficiently and comfortably between different South Bayshore neighborhoods, to and from Candlestick Park, and to and from Downtown and other parts of the region.

POLICY 4.3
Give special consideration to light rail along Third Street as the nucleus for public transit improvements and for stimulating wider public transit usage and social/economic revitalization.

POLICY 4.4
Improve parking conditions along Third Street to meet current and future parking needs of commercial uses.

POLICY 4.5
Create a comprehensive system for pedestrian and bicycle circulation.

POLICY 4.6
Provide convenient regional access to Candlestick Park stadium without negatively impacting nearby residential streets.

HOUSING

OBJECTIVE 5
PRESERVE AND ENHANCE EXISTING RESIDENTIAL NEIGHBORHOODS.

POLICY 5.1
Preserve and enhance the existing low density character of residential neighborhoods.

POLICY 5.2
Conserve the existing supply of Federally subsidized lower income housing.

POLICY 5.3
Conserve and enhance the existing supply of public housing.

POLICY 5.4
Complete modernization of Waste Water facilities by completing the Crosstown Tunnel component of the approved Waste Water Master Plan, or another alternative which would achieve the same objective in order to enhance residential livability along the southeast shoreline.

OBJECTIVE 6
ENCOURAGE CONSTRUCTION OF NEW AFFORDABLE AND MARKET RATE HOUSING AT LOCATIONS AND DENSITY LEVELS THAT ENHANCE THE OVERALL RESIDENTIAL QUALITY OF SOUTH BAYSHORE.

POLICY 6.1
Encourage development of new moderate density affordable ownership units, appropriately designed and located and especially targeted for existing Bayview Hunters Point residents.

POLICY 6.2
Develop new multi-family housing along Third Street after economic stabilization of surrounding existing residential neighborhoods.

POLICY 6.3
Encourage development of new small scale affordable housing on infill vacant sites and through addition of second units consistent with the character of existing residential neighborhoods.

POLICY 6.4
Encourage development of new affordable housing on the ridge portion of Hunters Point Shipyard to help improve the residential character and circulation pattern of the Hunters Point residential area.

POLICY 6.5
On Bayview Hill encourage housing development which complements the natural areas and open space, as well as provides for local economic development.

COMMERCE

OBJECTIVE 7
ENCOURAGE HEALTHY RETAIL REUSE IN THE EXISTING COMMERCIAL CORE OF THIRD STREET AND COMPLEMENTARY GROWTH IN ADJACENT SECTIONS.

POLICY 7.1
Make the commercial blocks on Third Street between Kirkwood Avenue to the north and Thomas and Thornton Avenues to the south the core of new commercial growth.

POLICY 7.2
Encourage complementary development adjacent to the Third Street core commercial area.

POLICY 7.3
Develop secondary nodes of commercial activity.

INDUSTRY

OBJECTIVE 8
STRENGTHEN THE ROLE OF SOUTH BAYSHORE INDUSTRIAL AREAS IN THE OVERALL ECONOMY OF THE DISTRICT, THE CITY, AND THE OVERALL REGION.

POLICY 8.1
Maintain industrial zones in Northern Industrial and India Basin sub-districts.

POLICY 8.2
Achieve full reuse of Hunters Point Shipyard.

OBJECTIVE 9
IMPROVE LINKAGE BETWEEN GROWTH IN SOUTH BAYSHORE INDUSTRIAL AREAS AND EMPLOYMENT AND BUSINESS NEEDS OF THE BAYVIEW HUNTERS POINT COMMUNITY.

POLICY 9.1
Increase employment in local industries.

POLICY 9.2
Encourage the local business community to play a larger role in the industrial sector of South Bayshore.

POLICY 9.3
Support expanded role of African American firms in distribution and transportation industries.

URBAN DESIGN

OBJECTIVE 10
ENHANCE SOUTH BAYSHORE'S DISTINCTIVE AND POSITIVE FEATURES.

POLICY 10.1
Better define South Bayshore's open space areas by building up the areas around them.

POLICY 10.2
Improve the visual quality and strengthen the pedestrian orientation of the Third Street core area.

POLICY 10.3
Recognize, protect, and enhance cultural resources of aboriginal populations as integral imprint on land use structure of South Bayshore.

OBJECTIVE 11
IMPROVE DEFINITION OF THE OVERALL URBAN PATTERN OF SOUTH BAYSHORE

POLICY 11.1
Recognize and enhance the distinctive features of South Bayshore as an interlocking system of diverse neighborhoods.

POLICY 11.2
Increase awareness and use of the pedestrian/bicycle trail system that links subareas in South Bayshore with the rest of the City.

RECREATION AND OPEN SPACE

OBJECTIVE 12
PROVIDE AND MAINTAIN ADEQUATELY LOCATED, WELL DESIGNED, FULLY EQUIPPED RECREATION FACILITIES AND ENCOURAGE THEIR USE.

POLICY 12.1
Make better use of existing facilities.

POLICY 12.2
Maximize joint use of recreation and education facilities.

POLICY 12.3
Renovate and expand South Bayshore parks and recreation facilities, as needed.

OBJECTIVE 13
PROVIDE CONTINUOUS PUBLIC OPEN SPACE ALONG THE SHORELINE OF SOUTH BAYSHORE UNLESS PUBLIC ACCESS CLEARLY CONFLICTS WITH MARITIME USES OR OTHER NON-OPEN SPACE USES REQUIRING A WATERFRONT LOCATION.

POLICY 13.1
Assure that new development adjacent to the shoreline capitalizes on the unique waterfront location by improving visual and physical access to the water in conformance with urban design policies.

POLICY 13.2
Maintain and improve the quality of existing shoreline open space.

POLICY 13.3
Complete the San Francisco Bay Trail around the perimeter of the City which links open space areas along the shoreline and provides for maximum waterfront access. (See Figure 18)

POLICY 13.4
Provide new public open spaces along the shoreline -- at Islais Creek, Pier 98, India Basin, Hunters Point Shipyard, and Candlestick Point/South Basin.

COMMUNITY FACILITIES AND SERVICES

OBJECTIVE 14
ASSURE ADEQUATE NUMBERS, TYPES, AND LOCATIONS OF COMMUNITY FACILITIES AND SERVICES TO MEET NEEDS OF LOCAL COMMUNITY.

POLICY 14.1
Assure adequate maintenance programming and resident utilization of existing multi-purpose community facilities.

POLICY 14.2
Expand outreach efforts to increase residents participation in local educational programs.

POLICY 14.3
Carry out a comprehensive system for tracking, monitoring, and setting priorities among the many social programs serving the Bayview Hunters Point community, giving special attention to the needs and concerns of young people.

OBJECTIVE 15
COMBINE SOCIAL REVITALIZATION WITH PHYSICAL AND ECONOMIC REVITALIZATION EFFORTS.

POLICY 15.1
Increase funding for and achieve closer coordination between health, social, and educational programs, particularly those relating to drug abuse and teenage pregnancies.

POLICY 15.2
Shape new housing growth to include adequate provision of physical facilities for social and health needs of senior citizens.

POLICY 15.3
Make maximum use of indigenous community resources to increase civic pride and support physical and economic revitalization.

POLICY 15.4
Centralize location for district-wide community information, outreach and meeting activities.

PUBLIC SAFETY

OBJECTIVE 16
PROVIDE ADEQUATE, EFFICIENT AND PROPERLY LOCATED POLICE, FIRE AND HEALTH SERVICES.

POLICY 16.1
Support development of a new police station in South Bayshore.

POLICY 16.2
Support maintenance of five existing fire stations located within or near South Bayshore.

POLICY 16.3
Support improved health services that are more relevant to social-oriented health problems in South Bayshore.

ENERGY

OBJECTIVE 17
SUPPORT COMMUNITY ECONOMIC DEVELOPMENT AND REVITALIZATION THROUGH ENERGY MANAGEMENT AND ALTERNATIVE ENERGY TECHNOLOGIES.

POLICY 17.1
Promote the South Bayshore as an area for implementing energy conservation and alternative energy supply initiatives.

POLICY 17.2
Strengthen linkages between district energy planning efforts and overall community development goals and objectives.

OBJECTIVE 18
REDUCE THE OUTFLOW OF DOLLARS FROM THE COMMUNITY DUE TO EXPENDITURES ON ENERGY THROUGH THE IMPROVED ENERGY MANAGEMENT OF TRANSPORTATION, HOUSING, COMMERCE AND INDUSTRY, AND COMMUNITY FACILITIES.

POLICY 18.1
Encourage land use patterns which will reduce transportation needs and encourage methods of transportation which will use less energy.

POLICY 18.2
Enhance the energy efficiency of housing in South Bayshore.

POLICY 18.3

Promote effective energy management practices in new and existing commercial and industrial facilities to increase energy efficiency and maintain the economic viability of businesses.

POLICY 18.4

Encourage energy conservation and resource management in community facilities and operations in South Bayshore.

SUBAREA PLAN FOR SAN FRANCISCO EXECUTIVE PARK

OBJECTIVE 19

TO CREATE, AS A "GATEWAY TO THE CITY", A BALANCED URBAN DEVELOPMENT WHERE OFFICE, RETAIL SPACE AND A HOTEL ARE INTEGRATED WITH A CENTRAL PLAZA, PROMENADES, AND OPEN SPACE, WITH A NEW RESIDENTIAL COMMUNITY TO THE EAST.

POLICY 19.1: OFFICES
POLICY 19.2: TOWN CENTER
POLICY 19.3: HOTEL
POLICY 19.4: RETAIL USES
POLICY 19.5: RESIDENTIAL/ COMMUNITY
POLICY 19.6: OPEN SPACE
POLICY 19.7: TRANSPORTATION MANAGEMENT PROGRAM
POLICY 19.8: PARKING
POLICY 19.9: TRANSIT

SOUTH BAYSHORE

INTRODUCTION

This plan is a tool for residents and the City to guide the future development of the South Bayshore district of San Francisco. It includes sections on Land Use, Transportation, Housing, Commerce, Industry, Recreation and Open Space, Urban Design, Community Facilities and Services, and Public Safety. South Bayshore, commonly known as Bayview Hunters Point, is a predominantly industrial and residential district. Historically it has been the location of the City's heaviest industries, some of its poorest residents, and its greatest concentration of public housing: characteristics which frequently placed it outside the mainstream of San Francisco life. But today South Bayshore is at a critical junction as urban growth is proceeding in a southeast direction toward South Bayshore, creating a situation whereby its problems can be translated into major opportunities for community, citywide and regional progress. Projects along the southeast corridor of San Francisco, such as South of Market, Mission Bay, the Bayshore Corridor, and Hunters Point Shipyard are increasing the significance of South Bayshore in the future development of the City as a whole. This plan, based on seven years of citizen input, seeks to provide guidelines for realizing South Bayshore's growth potential in a manner that is in the best interest of the local residents and the city as a whole. This plan was adopted on July 20,1995 by Resolution #13917 as part of the Master Plan of the City and County of San Francisco and replaces the South Bayshore Area Plan adopted on February 19, 1970 by Resolution #6486 and subsequently amended. A separate sub-area plan is being prepared for Hunters Point Naval Shipyard (as part 2 of the SouthBayshore Plan) and the following policies which relate to that property are only intended to provide an area-wide framework for the more comprehensive Shipyard re-use plan.

The citizen input process for the South Bayshore Plan was instrumental in giving focus during the entire seven-year period devoted to the making of the plan. The process was open to citizen comments on a citywide basis with primary comments coming from the Bayview Hunters Point community which will be most impacted by the plan. The citizen input from Bayview Hunters Point was especially helpful in uncovering the basic underlying issues that most directly affect the city and that provide the basis for making the plan a coherent whole.

UNDERLYING NEEDS AND GOALS

Citizen response to surveys identified a number of specific goals and objectives for the future. These specific goals and objectives can be summarized into two broad needs:

A) The need to arrest the demographic decline of the local population, particularly African Americans, and improve its economic position by giving greater priority to job and business growth than to housing growth.

B) The need to harmonize different land uses, particularly elimination of conflict between housing and industry, elimination of truck traffic through residential and neighborhood commercial areas, and reduction of health and environmental hazards caused by waste water discharge and industrial by-products .

Analysis of census data clearly shows demographic and economic decline and displacement over the past decade. Demographic decline among the African-American population is citywide, as San Francisco's African American population dropped 10% between 1980 and 1990. No other ethnic group has come close to a similar rate of decline. The city's white population also declined in size, but at a smaller rate than African American population, at 2%. In contrast, there has been dramatic increases in the sizes of the Asian and Hispanic population. Hence while in 1970 African Americans were the second largest ethnic group in San Francisco, today they are the fourth largest. The displacement, however, is occurring not so much as a result of the proposed plan's policies as of natural demographic and market forces.

During this decade of demographic decline among the city's African American population, South Bayshore has emerged as the district with the largest African American population. It was the only district in the city to experience an absolute increase in the size of its African American population, which grew from 15,769 in 1980 to 17,395 in 1990. In effect, Bayview Hunters Point replaced Western Addition as the center of San Francisco's African American population, as Western Addition's population dropped from 18,551 to 14,279 during the same decade.

Although South Bayshore has emerged as the center of San Francisco's African American community, the economic status of this role is tenuous at best. The number of African American residents increased in absolute size, but they decreased in percentage terms from 73% of the total population in 1980 to 62% in 1990. More importantly, living conditions have grown worse over this decade. The percentage of home ownership declined over 8% in the district as a whole, and, over 10% from 57% to 45% among African American households. During the same time the percentage of persons living in poverty has increased from 25% to 30%, unemployment has nearly doubled from 5.5% to 10%, and the percentage of female headed households has increased by almost 10%, from 31% to 40%.

More deeply rooted than these social and economic trends is the legacy of South Bayshore as a heavy industrial area. For over a century, at least since 1868, when the City and County of San Francisco, by State legislature mandate, designated South Bayshore's northern area, thereafter known as "Butchertown", to carry on the business of slaughtering beef, cattle, hogs, sheep, and calves, South Bayshore has been the locus of some of the city's most noxious and unhealthy heavy industries, including steel manufacturing, ship repair, junk yards, and auto wrecking. While these industries were integral to the city's economic base and an important source of high paying blue collar jobs, many were established prior to modern land use, coastal, and environmental regulation. Extensive land fill was carried out along the entire bay line with little regard for soil stability and toxicity. Many of the industries were open-air and emitted soot, dusts, feathers, noxious odors and other pollutants to adjacent and nearby residential areas. The development of South Bayshore as a predominantly industrial and residential area was thereby achieved at extensive costs to environmental health and through extensive conflict between housing and industry.

Since 1950 the worst forms of these environmental and land use problems have abated as the implementation of environmental, land use, and coastal regulations, coupled with redevelopment and functional obsolescence, have given way to newer cleaner

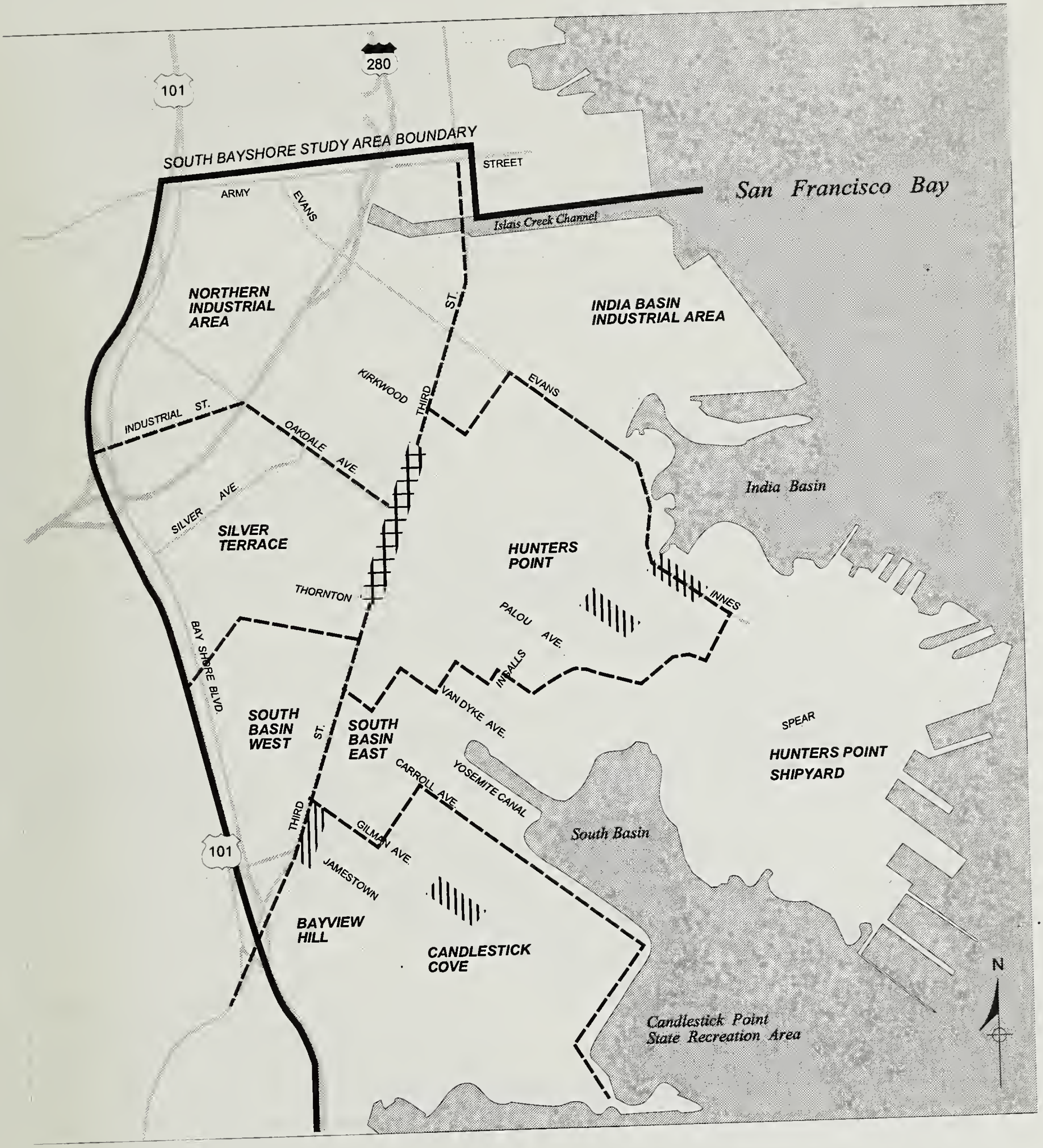

280
101
SOUTH BAYSHORE STUDY AREA BOUNDARY
STREET
San Francisco Bay
ARMY
EVANS
Islais Creek Channel
NORTHERN INDUSTRIAL AREA
ST.
INDIA BASIN INDUSTRIAL AREA
KIRKWOOD
THIRD
EVANS
INDUSTRIAL ST.
OAKDALE AVE.
India Basin
SILVER AVE.
SILVER TERRACE
HUNTERS POINT
THORNTON
INNES
PALOU AVE.
INGALLS
BAY SHORE BLVD.
SOUTH BASIN WEST
ST.
SOUTH BASIN EAST
VAN DYKE AVE.
SPEAR
HUNTERS POINT SHIPYARD
CARROLL AVE.
YOSEMITE CANAL
THIRD
GILMAN AVE.
South Basin
101
JAMESTOWN
BAYVIEW HILL
CANDLESTICK COVE
N
Candlestick Point State Recreation Area

Figure 1

SOUTH BAYSHORE STUDY AREA AND SUB-DISTRICTS

┼┼┼┼┼┼┼ *Primary Commercial Center*

||||||||||||| *Secondary Commercial Nodes*

industrial areas, particularly in the India Basin industrial area. Yet, ironically enough, over the past decade these problems have resurfaced in a less intense, yet nonetheless critical form as land use conflicts in the South Basin industrial area have become linked to the demographic and economic decline of the South Bayshore community.

The skew of growth in the last decade primarily toward housing, and to a much lesser extent toward warehousing and recycling, is symptomatic of the latest form of land use imbalance in South Bayshore. This imbalance is linked to demographic changes and economic decline that have occurred in the district over the past decade. The primary locus of land use imbalance is the eastern edge of the South Basin industrial area adjacent to the Yosemite Canal and the Candlestick Point State Recreation Area. Unlike the India Basin heavy industrial area which is generally insulated from the residential areas of South Bayshore, the South Basin industrial area is located directly adjacent to primary residential areas of the district. At the eastern edge of South Basin there are a number of very different, frequently conflicting uses existing adjacent or in close proximity to one another; including the Yosemite Canal, the State Park, Bayview residential neighborhoods, the Alice Griffith public housing project, and the Candlestick Park Stadium. Over the past twenty years, many of the industrial parcels at this eastern edge have remained vacant, underused, or served as storage yards for automobiles and metal equipment. More recently, a couple of recycling operations have become established in the area, but none of the active uses have provided a healthful and attractive environment for the State Park and nearby residential areas. None have helped to reduce the land use conflicts in the area.

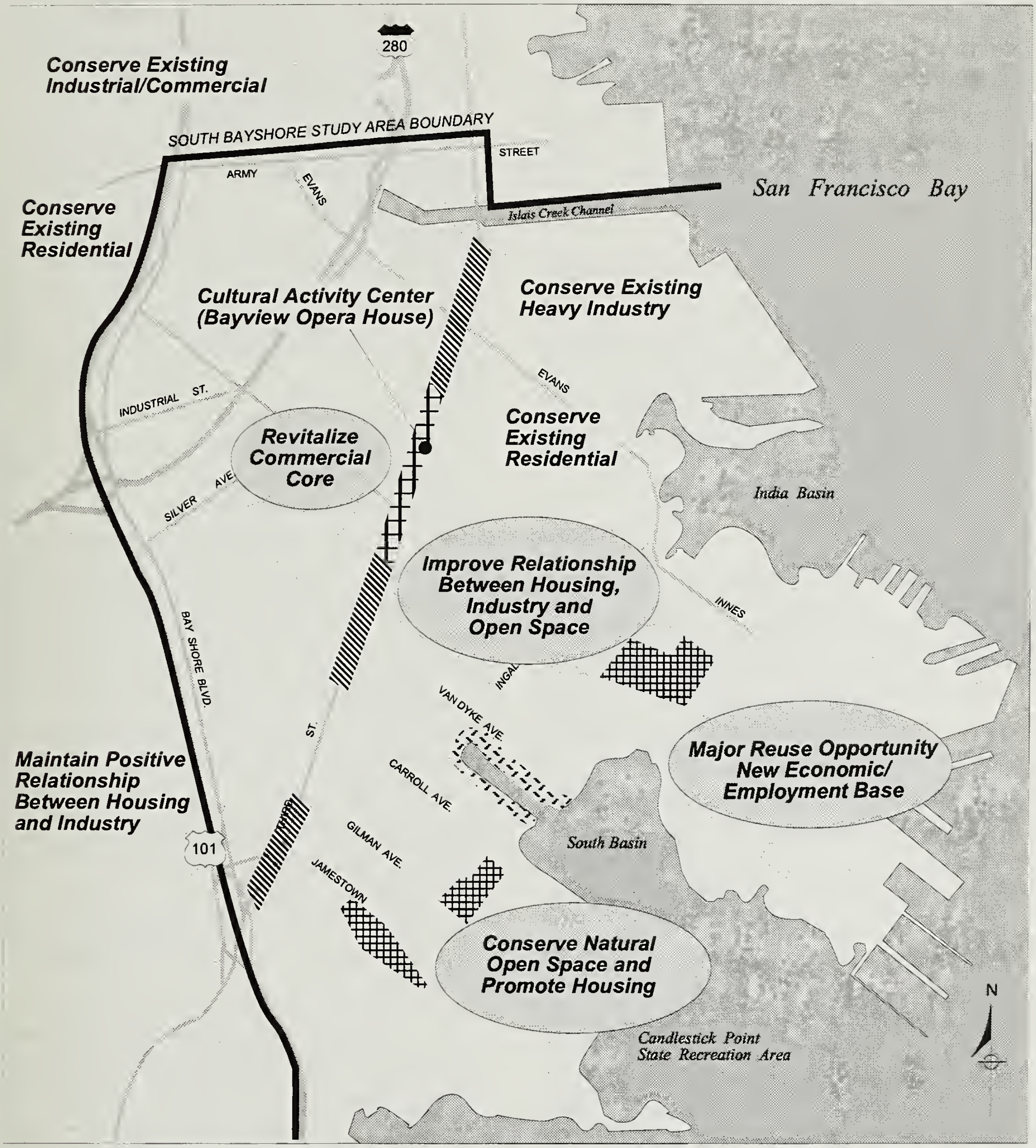
The relationship between these diverse uses is uneasy. There is no clear transition between different use areas. Many of the storage yards are eyesores. Vacant parcels are frequently used for illegal dumping or for spillover parking when the Stadium has sold-out crowds for major events. Since there is no easily accessible public transit to the stadium, most patrons use their private automobiles, frequently creating significant congestion and parking problems on major event days. Industrial operators surveyed for the South Bayshore Issues Report complain of security as the most significant problem. They also complain that there are no amenities, such as cafes, restaurants, outdoor lounging areas, etc., for their employees. Because of chronic land use and circulation problems, the area is not working well for any given use, whether industry or housing.

PLAN STRATEGY

The underlying strategy to reach these goals involves first, creating the necessary land use and market conditions to make Bayview Hunters Point a desirable place for major employers to invest in the district. Major employers, whether industrial, heavy commercial, or institutional, need land where they can thrive and flourish undeterred by competing uses. The most appropriate area for businesses and jobs to grow and flourish in South Bayshore is the Hunters Point Shipyard, where such uses can be physically insulated from residential neighborhoods. A major element in this strategy is to improve the land use pattern and appearance of the areas surrounding the Shipyard, which in turn would make the Shipyard more attractive to private investors. The surrounding areas most in need of improvement are the industrial lands around Yosemite Canal. This plan refers to this area as the Candlestick Point Perimeter because of its adjacency to the Candlestick Point State Recreation Area (see Figure 4).

The second strategy proposed in this plan is therefore to use the housing growth presently occurring in South Bayshore to attract business and job growth. Housing growth, rather than being an obstacle to attracting business growth, can be a means for such attraction. This housing growth, resulting from the shortage of housing in San Francisco and the Bay area, can be guided into areas such as the Third Street corridor and Hunters Point Shipyard to help attract new commercial and industrial uses.

The primary rezoning proposal in the South Bayshore Plan is the Restricted Light Industrial Special Use District in the Candlestick Point Perimeter area. Under this proposal, approximately 70 acres of industrial land bordering the waterfront and the resi-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Conserve Existing Industrial/Commercial
SOUTH BAYSHORE STUDY AREA BOUNDARY
STREET
ARMY
EVANS
San Francisco Bay
Islais Creek Channel
Conserve Existing Residential
Cultural Activity Center (Bayview Opera House)
Conserve Existing Heavy Industry
EVANS
INDUSTRIAL ST.
Revitalize Commercial Core
Conserve Existing Residential
SILVER AVE.
India Basin
Improve Relationship Between Housing, Industry and Open Space
INNES
BAY SHORE BLVD.
INGALLS
VAN DYKE AVE.
ST.
Major Reuse Opportunity New Economic/ Employment Base
CARROLL AVE.
Maintain Positive Relationship Between Housing and Industry
THIRD
101
South Basin
GILMAN AVE.
JAMESTOWN
Conserve Natural Open Space and Promote Housing
N
Candlestick Point State Recreation Area

Figure 2

CONSERVATION AND REVITALIZATION PROGRAM SUMMARY

▦	*Moderately Low Density Housing*	┼┼┼┼	*Neighborhood Commercial Core*
▨	*Complementary Growth Centers - Apartments*	⁖⁖⁖	*Proposed Wetlands Area*

dential areas to the south and north would have restrictions on intensive industrial uses. The objective of this proposal is to improve the land use pattern, circulation routes, and physical appearance of the industrial, residential and open space areas approaching the southern entrance to Hunters Point Shipyard, and thereby making the Shipyard more attractive for major private investment that can create business and job opportunities for local residents in South Bayshore and the city as a whole. Spin-off benefits would be to appreciate and stabilize property values of the surrounding residential neighborhoods, conserve and stabilize the predominantly African American neighborhoods on the east side of Third Street in order to maintain ethnic diversity in San Francisco, and improve security and create amenities for workers in the core of the South Basin light industrial area.

The other major proposal in the plan calls for the revitalization of Third Street (see Figure 8). As the primary artery running through the middle of the South Bayshore district, Third Street has a significant influence on investment attitudes toward the district as a whole. The major rezoning aspects of this proposal call for lowering the height limit of the commercial core of Third Street from 105 feet to 40 feet (see Figure 6) to preserve existing neighborhood character, and for creating a special use district that prohibits new liquor stores and encourages more retail and mixed-use development on the street. At present Third Street suffers from an overconcentration of liquor stores and a lack of essential neighborhood retail services. This overconcentration is probably the biggest factor contributing to the leakage of retail dollars from the district, whereby residents avoid Third Street and travel to shopping centers outside the district for most of their retail needs. By prohibiting establishment of new liquor stores, the Special Use District proposal seeks to encourage healthier, more essential retail uses that will encourage local residents to again shop on Third Street.

The Third Street revitalization proposal also calls for using housing growth to stimulate job and business growth. At present, Third Street has a low-scale building horizon. Although it serves as the primary commercial strip for the district, most of its buildings are no more than one or two stories high. There is little need for net new commercial space since the section of Third Street running through South Bayshore is over 32 blocks long with the ground floors of most buildings devoted to retail or wholesale activity. What is needed is housing over commercial, similar to what exists on most active neighborhood commercial districts in San Francisco. Construction of housing over retail with good urban design would greatly help to improve the appearance of Third Street and enhance its role as the activity center of South Bayshore. Moreover, by bringing more pedestrians onto the street it would help to increase the consumer base for merchants, thereby making retail activity more vital and secure.

The Third Street and Candlestick Perimeter proposals are the nuclei for making the South Bayshore Area Plan an effective and implementable plan. Attached to these proposals are a number of other proposals and policies that reflect citizen input and are designed to strengthen the plan's function for bringing about real change that is in the best interest of Bayview Hunters Point residents and the city as a whole. These ancillary proposals and policies are contained in the appropriate plan sections that follow this introductory chapter. Below is a brief summary of some of the more significant proposals:

- Conserve and enhance low-density character of existing residential areas
- Modernize the wastewater facilities in order to enhance the residential livability along the southeast shoreline.
- Protect and where possible expand industrial areas that offer greatest potential for increasing local job and income opportunities and strengthening and diversifying the economy of the city as a whole
- Develop light rail transit from Downtown through Bayview, preferably along Third Street
- Protect existing open space and acquire new well-designed open spaces giving special attention to the vacant triangular blocks on Third Street that could help to soften the visual appearance of the street
- Improve the overall environmental quality of South Bayshore

tionship between the diverse adjacent healthy uses could be of significant benefit to the district as a whole.

The lack of vitality and vibrancy in South Bayshore`s land use pattern is also caused by social and economic factors. In many ways, the district's economy has never fully recovered since the closure of Hunters Point Shipyard in 1974. The Shipyard has traditionally functioned as the economic base of the Bayview Hunters Point community. The loss of jobs and income associated with the closure of the naval ship repair activities at the Shipyard has exacerbated social and economic problems in the district. For example, very few South Bayshore residents shop regularly on Third Street, the district's primary commercial area, even though it is centrally located in relation to the residential neighborhoods. Shoppers are deterred by the general unattractiveness of many portions of the street, the lack of variety in essential neighborhood-serving retail uses, the empty storefronts, the overconcentration of liquor stores, and related loitering. Third Street has assumed this character during the years since the closure of naval ship repair activities at the Shipyard. Closure of the Shipyard coupled with a dramatic decline in population due to clearance of the old war housing on Hunters Point Hill undercut the market structure needed to make Third Street a vital shopping area. Presently there is little incentive for private investment on the street. Public actions will be needed to make it more attractive for private market activity.

Problems on Third Street, underuse of the eastern edge of South Basin, as well as the underused state of Hunters Point Shipyard, suggest that the key to policies for revitalizing South Bayshore is to adopt a strategy of using housing growth presently occurring as means of attracting business and job growth that directly benefit existing Bayview residents. The amount of vacant land, concentrated and dispersed, that exists in South Bayshore provides ample room to implement this strategy without diminishing the low- density family orientation of existing residential areas and without threatening the economic vitality and growth of established industrial areas. Stimulating revitalization of Third Street presents a special problem because most of it is already built-up and because the existence of major social problems places a formidable constraint on the ability to re-market the land for healthier uses. Nonetheless, over the long run, an increase in population, both residential and worker, should provide the necessary market stimulus to begin to change the general character of Third Street and attract healthier uses.

OBJECTIVE 1

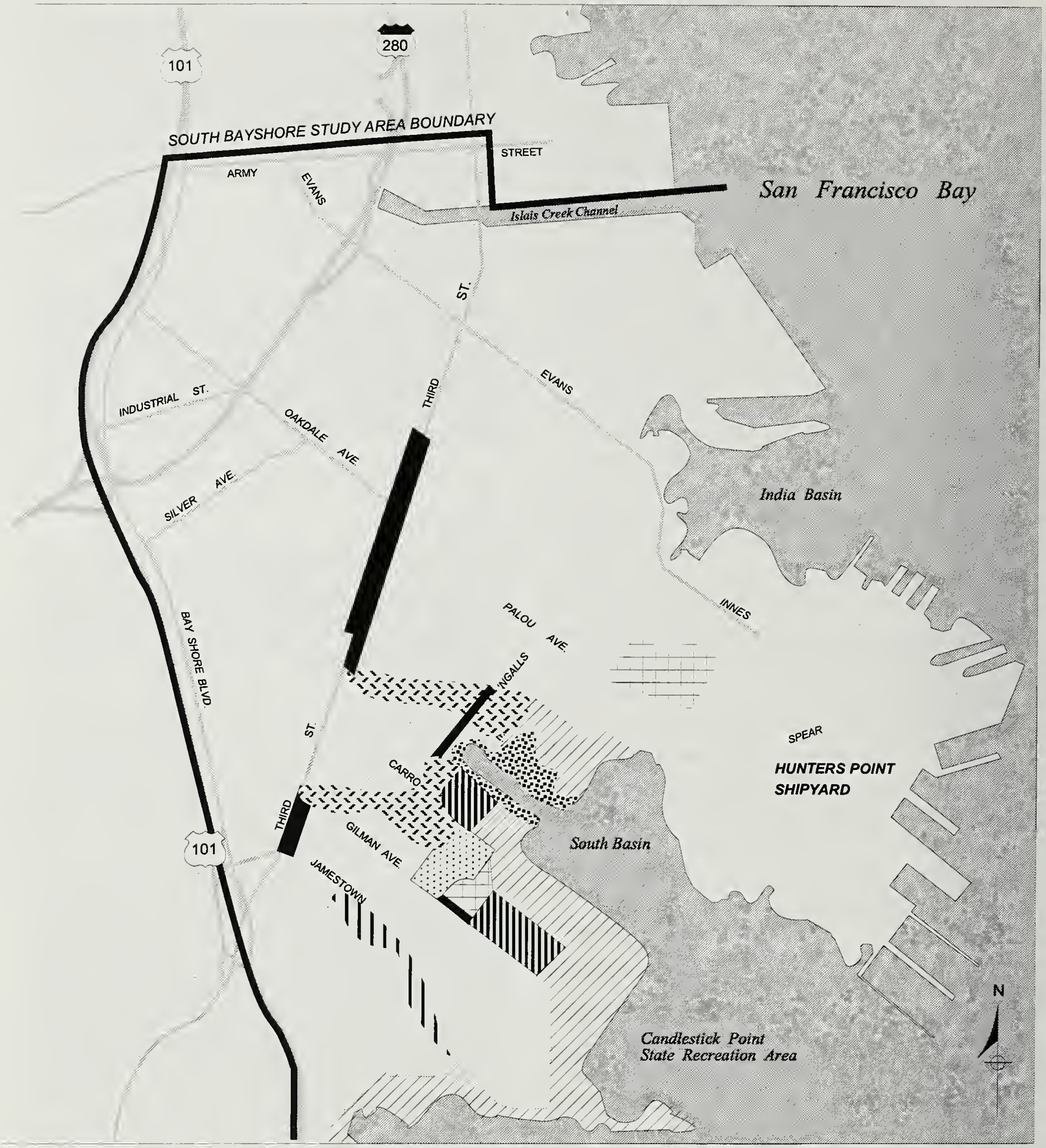
STIMULATE BUSINESS, EMPLOYMENT, AND HOUSING GROWTH WITHIN THE EXISTING GENERAL LAND USE PATTERN BY RESOLVING CONFLICTS BETWEEN ADJACENT INDUSTRIAL AND RESIDENTIAL AREAS .

POLICY 1.1

Improve the relationship between housing and industry along the perimeter of the industrial area bordered by Candlestick Point State Recreation Area and the residential communities in the South Basin area.

One strategic subarea for using improved land use quality and housing growth to stimulate long term economic and employment growth is the perimeter of the Candlestick Point State Recreation Area. The subarea is shown in Figure 4.

Part of this subarea consists of vacant and underused land southward of the Yosemite Slough between the State Recreation Area, Alice Griffith Housing project and Candlestick Park. Most of the land is currently zoned M-1, but with the Candlestick Point State Recreation Area and the existing residential neighborhood as the primary adjacent uses, it is becoming less suitable for intensive industry and more suitable in the long term for housing or live-work uses. The Yosemite Canal is proposed as a wetlands area by the Master Plan for the Candlestick Point State Recreation Area. Parcels immediately surrounding the canal presently include intensive uses, such as auto wrecking yards, that would not provide a positive supportive environment for the proposed wetlands area. Development or enlargement of these uses on these parcels should be prohibited, and development considered only if the project enhances Yosemite Canal as a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SOUTH BAYSHORE STUDY AREA BOUNDARY
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STREET
EVANS
San Francisco Bay
Islais Creek Channel
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INDUSTRIAL ST.
OAKDALE AVE.
SILVER AVE.
India Basin
INNES
PALOU AVE.
BAY SHORE BLVD.
INGALLS
ST.
SPEAR
HUNTERS POINT SHIPYARD
CARROLL
THIRD
101
GILMAN AVE.
South Basin
JAMESTOWN
N
Candlestick Point State Recreation Area

Figure 4

CANDLESTICK POINT PERIMETER PROPOSED REVITALIZATION AREA

▨	*Candlestick Point State Recreation Area*	▥	*Moderately Low Density Housing (Private Property)*
▥	*Proposed State Recreation Area*	⊞	*Moderately Low Density Housing (Public Property)*
▒	*Proposed Wetlands Area*	■	*Supporting Neighborhood Commercial*
░	*Alice Griffith Public Housing-Proposed Improvements*	▧	*Buffer Zone between Industry, Housing, and Recreation Area (Restricted Light Industry)*

proposed wetland area and does not create any conflicts with the surrounding residential areas.

The Alice Griffith public housing project south of the canal is scheduled for improvement and should be incorporated in an overall program to stimulate new housing growth. The Alice Griffith site includes a large tract of vacant land, over 300,000 square feet, owned by the Housing Authority and zoned for moderate density residential. This provides an opportunity for the Housing Authority to be a major partner in the overall housing development proposed for the Candlestick Point Perimeter area and assure that the total amount of new housing include a mixture of middle, moderate, and low income housing units that is reflective of the current demographic character of South Bayshore.

Since Ingalls and Carroll Avenues are established truck routes, it is essential that any housing developed in this immediate vicinity be adequately insulated from the adverse effects of heavy traffic through sound walls, back lot treatments, and other engineering and design measures as necessary. While it is also essential to accommodate this truck route to serve the industrial businesses in this area as well as those proposed for Hunters Point Shipyard, new or expanded businesses in this area should take every precaution possible to minimize impacts from trucks on the surrounding residential areas. Also, soils in the area will need to be tested for the presence of toxic materials, with clean-up required to remedy any hazardous conditions. Like much of the existing southeast shoreline, the Candlestick Point Perimeter area was created by land fill prior to the development of modern environmental regulations and standards. As a once-active heavy industrial area, it could have toxic soil conditions on many developable sites. Most of the area already falls within the soil testing zone whereby soil tests and clean-up are required as a part of building permit activity. The entire area should be brought under this zone, per Public Works Code, Article 20.

POLICY 1.2

Restrict toxic chemical industries and other industrial activities with significant environmental hazards from locating adjacent to or nearby existing residential areas.

Many areas adjacent to residential areas in South Bayshore are presently zoned M-1 (light industrial). This zoning class prohibits manufacture, refining, distillation or treatment of abrasives, acid, alcohol, asbestos and similar hazardous chemicals as well as other heavy industries, such as auto wrecking yards, iron processing, and blast furnaces. This prohibition should be maintained to assure that these areas are adequately protected and insulated from the adverse impacts of toxic industries. The M-1 zoning, however, still permits uses such as waste transfer and automobile wrecking which can become nuisances to nearby residences because of toxic by-products, dust, litter, vermin, truck traffic, or noise. These uses, therefore, should be restricted if possible near existing residential areas.

POLICY 1.3

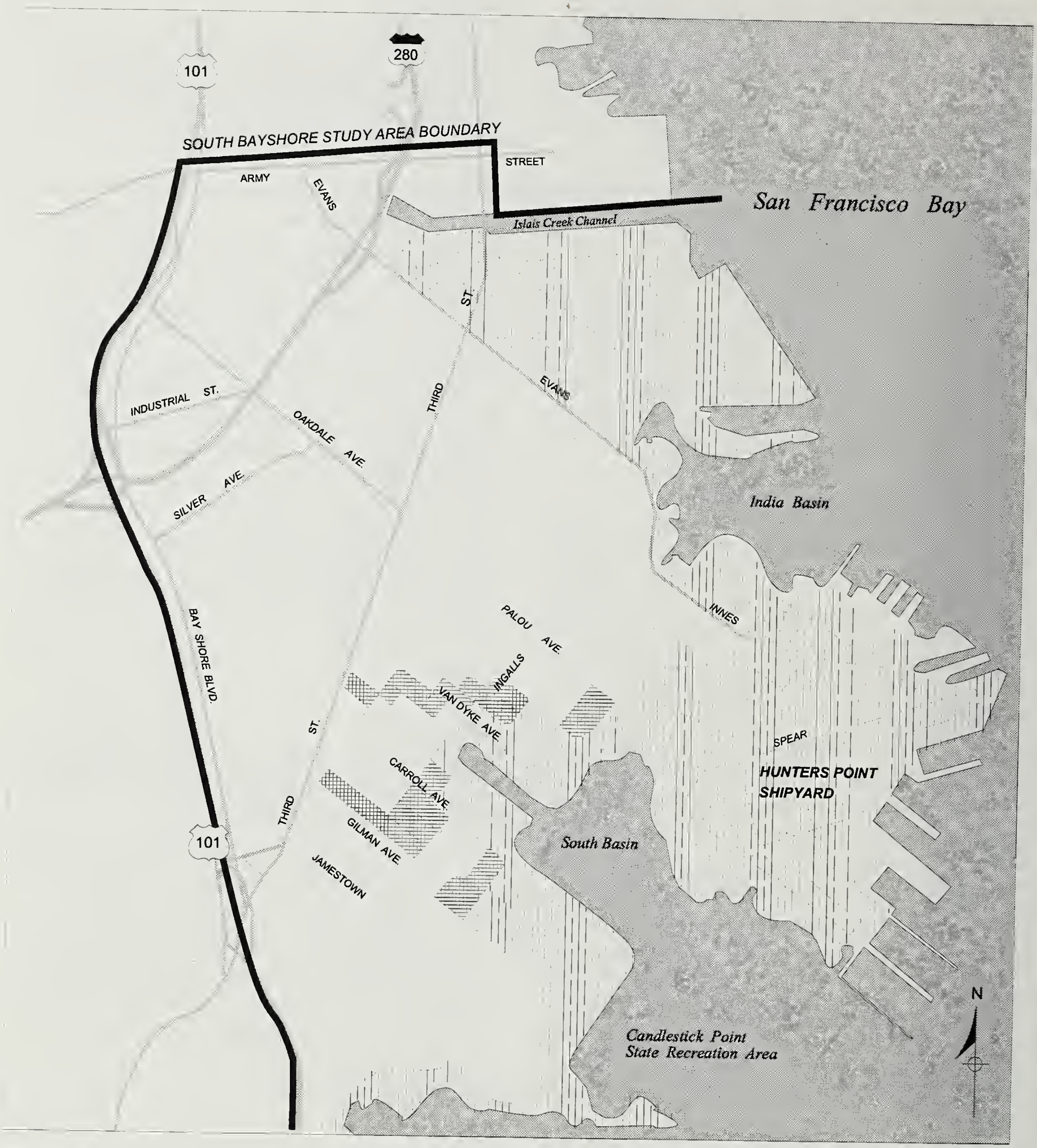
Adjust selected zoning boundaries of South Basin east of Third Street to provide greater compatibility with adjacent residential uses.

There are various blocks in South Basin that include a mixture of both industrial and residential uses. In some cases, these uses have managed to achieve a healthy co-existence. In other cases, one use type appears to have thrived at the expense or neglect of the other. Those uses should be supported which will help to abate land use conflict in this area.

POLICY 1.4

Encourage development of South Basin west of Third Street as light industrial/heavy commercial activity center.

South Basin West (as shown on Figure 1) directly abuts housing areas, but the relationship is less problematic than on the eastern side of Third. More-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SOUTH BAYSHORE STUDY AREA BOUNDARY
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SILVER AVE.
India Basin
INNES
PALOU AVE.
INGALLS
VAN DYKE AVE
BAY SHORE BLVD.
ST.
SPEAR
HUNTERS POINT SHIPYARD
CARROLL AVE.
South Basin
THIRD
101
GILMAN AVE
JAMESTOWN
Candlestick Point State Recreation Area
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Figure 5

REQUIRED SOIL TESTING ZONE (Hazardous Materials)

▦ *Additions to Existing Testing Zone* ▥ *Testing Zone*

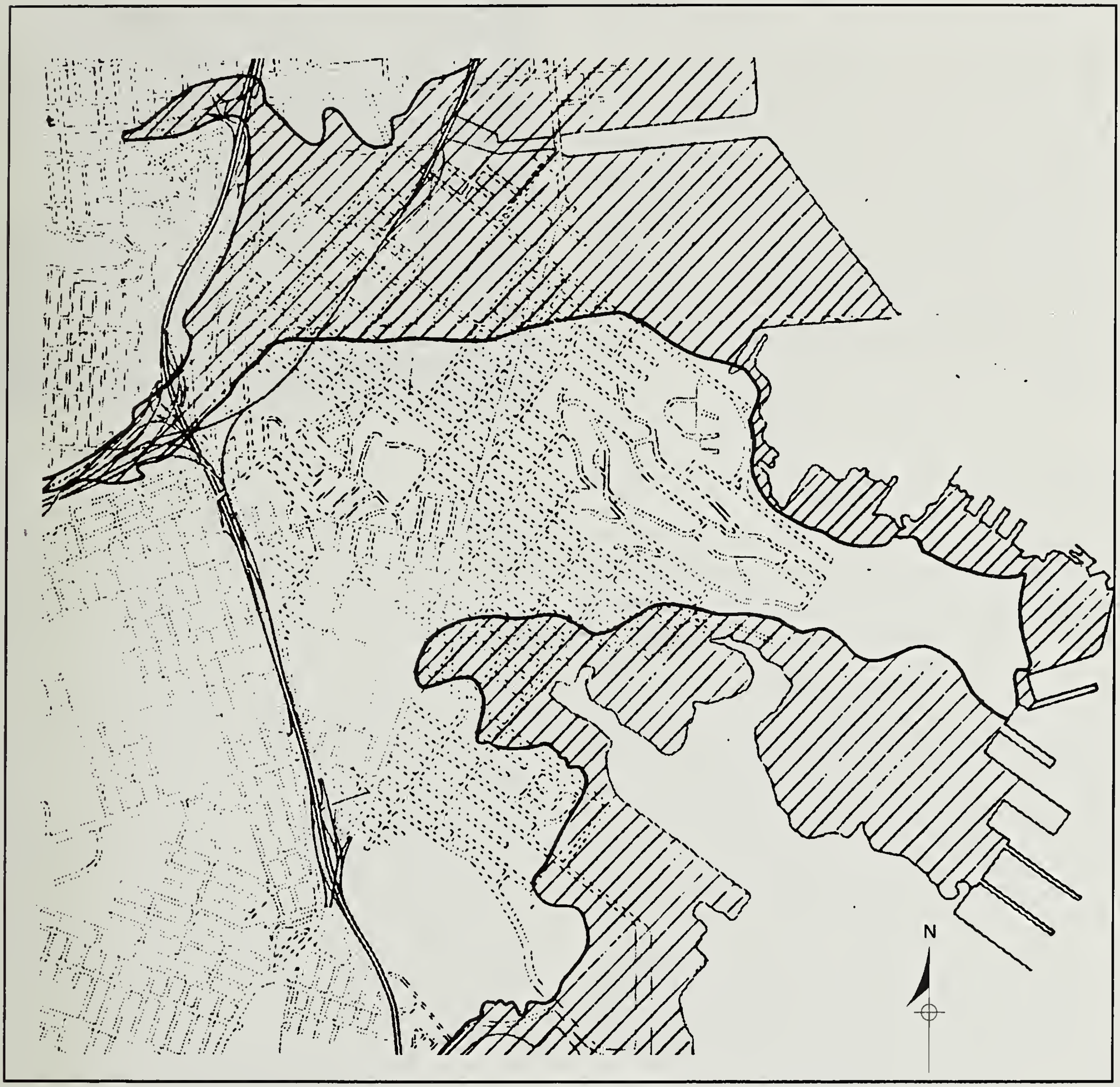


Figure 6

AREAS OF MAJOR POTENTIAL LIQUEFACTION HAZARD

Source: *John A. Blume & Associates, Engineers, June 1974* over, South Basin West has an interesting mix of industrial and heavy commercial uses, ranging from a bottling plant, a popular citywide bakery plant, to the last remaining farming site in San Francisco that is actively used. The area also has some large sites for potentially major new development. A large portion, close to twenty percent of this subarea, is taken up by the old vacant Lucky Lager Brewery. A single- family development of more than 250 units was approved for this site. The new housing should be designed to buffer and effectively minimize conflict with adjacent industrial uses.

POLICY 1.5

Encourage a wider variety of light industrial uses in South Basin by giving greater priority to live/work activity, by more efficient use of industrial space, and by more attractive building design.

Over the past thirty years South Basin has undergone a natural evolution from a heavy industrial to a light industrial area. This evolution should be supported and reinforced because South Basin is abutted by established low-density residential neighborhoods or public open spaces on all sides and the trend toward light industries reduces the potential for adverse conflicts with these residential neighborhoods. Live-work uses should be encouraged at the edges of the district in the Restricted Light Industrial Special Use District buffer zone. Other existing light industrial zoning should be maintained with special attention given to improving industrial building design . Housing growth other than live-work space should be discouraged in South Basin industrial area to provide a more supportive environment for business to thrive and flourish.

POLICY 1.6

Encourage development of a healthy mix of residential, retail, open space, and small trade shops along Innes Avenue to buffer the India Basin industrial area from the Hunters Point residential community.

The stretch of Innes Avenue leading up to the northern point of entry of the Hunters Point Naval Shipyard serves as a buffer between the heavy industrial uses in India Basin and the residential uses in Hunters Point. This area is undergoing modest private revitalization with a potential interesting mix of uses taking place. Figure 7 gives a general description of the area. The base of the area, at the corner of Hawes and Innes Avenues, is the site for Our Lady of the Lourdes, the oldest Catholic church in the district. Directly behind the church site, six new housing units have recently been developed. Innes Avenue leading up to the shipyard is currently zoned CM on the northern side of the street and RH-1 on the southern side. New housing is being developed on the southern side. Directly north of Innes Avenue an industrial park is proposed. If developed, it would be bordered on the east by an eleven acre spit of open space that will provide direct public access to the India Basin shoreline. This healthy co-mingling of diverse residential, light industrial, small retail, and heavy commercial uses with natural-oriented open space areas should continue to be encouraged.

OBJECTIVE 2

IMPROVE USE OF LAND ON THIRD STREET BY CREATING A MORE COMPACT COMMERCIAL AREA, ESTABLISHING CENTERS FOR GROWTH OF COMPLEMENTARY USES, AND RESTRICTING UNHEALTHY USES.

- Conserve the archeological and cultural heritage of South Bayshore's aboriginal population
- Give special priority to eliminating poverty and providing Bayview residents with the necessary skills and opportunities for full participation in the private market economy
- Fully integrate Bayview Hunters Point into the economic and cultural fabric of San Francisco as a whole, giving special attention to reuse of Hunters Point Shipyard as a means of diversifying San Francisco's economy and increasing its technological linkages with the regional and international economy

Policies giving priority to Bayview Hunters Point residents for training, employment, affordable housing, and related opportunities will apply to the maximum extent legally feasible to the entire district. How these policies are developed and implemented will be consistent with citizen input and participation. While this master plan calls for revitalization it is not a redevelopment plan. Whether or not tools such as redevelopment are used to bring about these opportunities will be a matter of choice for citizens and the city's policy makers. The only stipulation in the master plan, outside of the rezoning proposals and environmental certification, is that no residents have their homes taken from them and no resident is displaced. The rezoning proposals are applied to areas of greatest land use conflict between housing and industry and where the stability of existing residential and industrial areas s most threatened. Also, special attention will also be given to restoring natural areas that form key points in South Bayshore's topography; especially Islais Creek, Yosemite Canal, Bayview Hill, and the potential for landscape design improvements along Third Street.

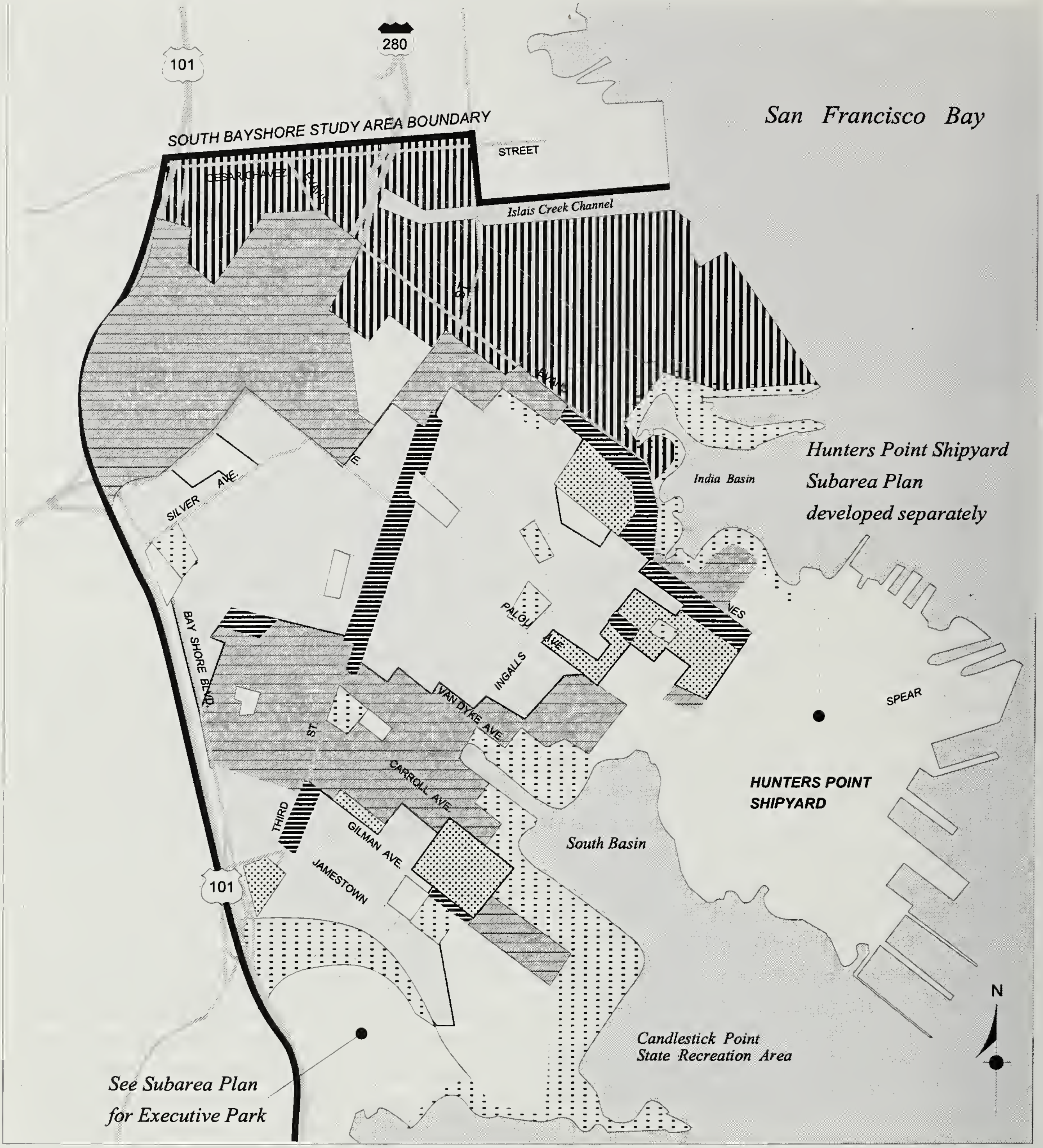
LAND USE

The principal objectives for land use in the South Bayshore are: Achieve favorable balance among residential, industrial, commercial and open space uses; stimulate development in underused and declining areas; protect low scale physical character; and increase pedestrian-oriented neighborhood commercial and social activities.

BACKGROUND

Overall, South Bayshore has an established land use pattern with industry and housing as the dominant uses. The horizon of industrial, residential, and other buildings tends to be low, rarely over three stories high, which helps to maintain definition of the district's natural topography. Conflict between housing and industry has abated over the past few decades, but significant conflicts still remain: primarily on the eastern edge of the South Basin industrial area which abuts the Candlestick Point State Park, the Yosemite Canal, the Alice Griffith public housing project, and Candlestick Park Stadium; and through the heavy circulation of industrial truck traffic through neighborhood residential and commercial areas. Also, on several blocks in South Basin, housing and industry exist directly adjacent to each other. Outside of these areas of conflict, other major industrial areas, particularly India Basin and Hunters Point Shipyard tend to be physically insulated from residential areas.

While South Bayshore's general land use pattern is already established, the district nonetheless lacks the vitality and vibrancy that exist in most other San Francisco districts. This is most visible in the retail sector along Third Street. To some extent, this is caused by the low density demographic structure of South Bayshore, its low building scale, and a lack of development in many areas. While each use area is largely built up, each also has a fairly large amount of vacant and underused parcels. For example, Bayview Hill, a major residential area, is largely undeveloped. Hunters Point Shipyard, the single largest industrial area in the district, has not been fully utilized since its closure as a naval ship repair facility in 1974. And much of the eastern edge of the South Basin industrial area along the State Park is vacant and underused. Of these larger vacant and underused areas in South Bayshore, the eastern edge of industrially-zoned land in South Basin is the most problematic in terms of fostering land use disharmony. Located adjacent to the State Park, a healthy light industrial area, a public housing project, and single family residential areas, this eastern edge functions as a sort of 'no man's land' where illegal dumping and vandalism are common. Building up this area to clarify and improve the rela-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SOUTH BAYSHORE STUDY AREA BOUNDARY
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CESAR CHAVEZ
EVANS
Islais Creek Channel
San Francisco Bay
Hunters Point Shipyard
Subarea Plan
developed separately
India Basin
SILVER AVE.
BAY SHORE BLVD.
PALOU AVE.
INGALLS
VAN DYKE AVE.
THIRD ST.
CARROLL AVE.
GILMAN AVE.
JAMESTOWN
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SPEAR
HUNTERS POINT
SHIPYARD
South Basin
Candlestick Point
State Recreation Area
N
See Subarea Plan
for Executive Park

Figure 3

GENERALIZED LAND USE AND DENSITY PLAN

▥	*Heavy Industrial*	▤	*Mixed Use, Neighborhood Commercial*
▨	*Light Industrial*	⁘	*Parks and Open Space*
☐	*Low Density Residential (14 to 29 units/acre)*	☐	*Public Facilities*
▒	*Medium Density Residential (30 to 54 units/acre)*		

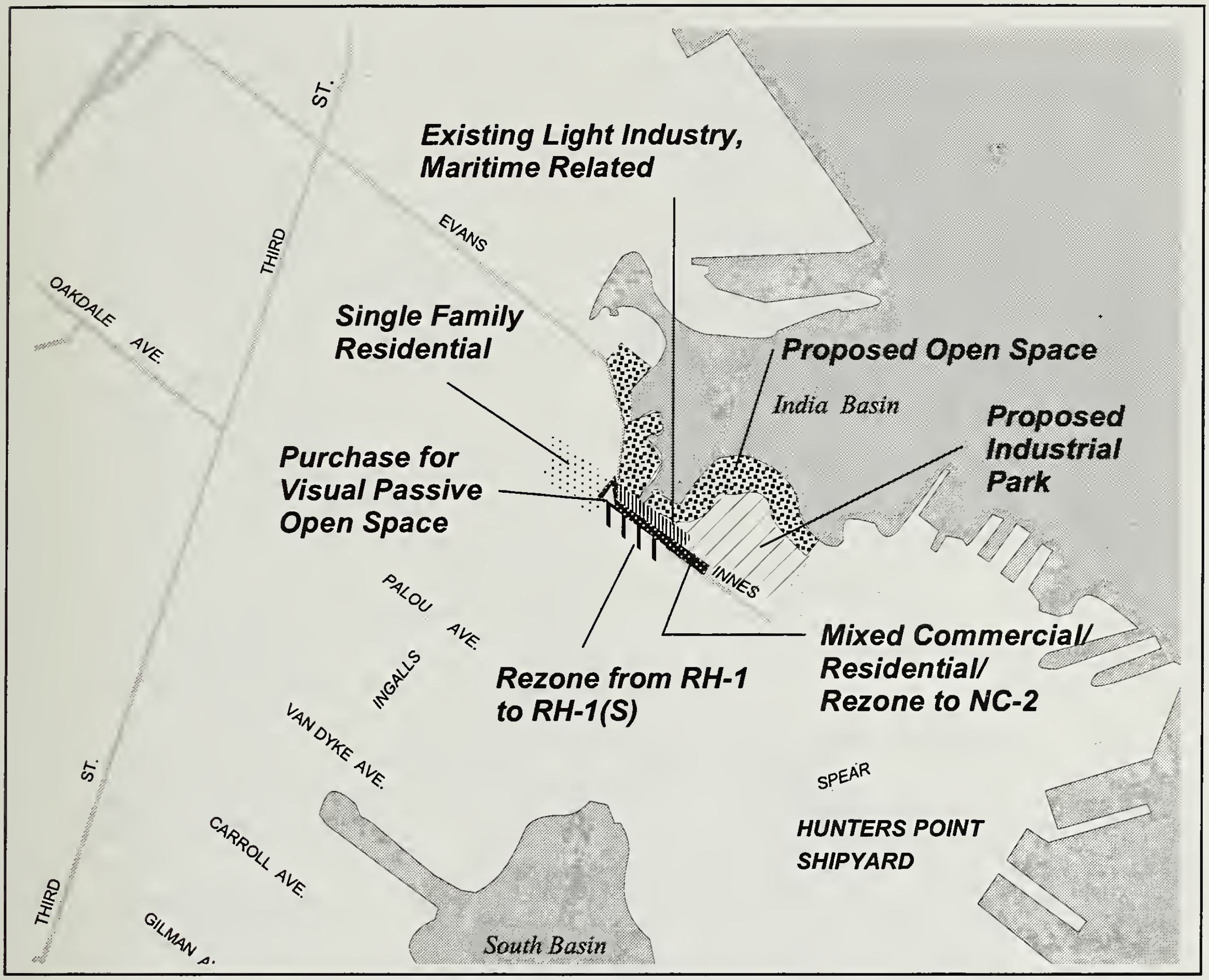

ST.
Existing Light Industry, Maritime Related
EVANS
THIRD
OAKDALE AVE.
Single Family Residential
Proposed Open Space
India Basin
Proposed Industrial Park
Purchase for Visual Passive Open Space
INNES
PALOU AVE.
INGALLS
Mixed Commercial/ Residential/ Rezone to NC-2
Rezone from RH-1 to RH-1(S)
VAN DYKE AVE.
ST.
SPEAR
HUNTERS POINT SHIPYARD
CARROLL AVE.
THIRD
GILMAN A.
South Basin

Figure 7
INNES AVENUE BUFFER ZONE

Revitalization of Third Street is probably the most complex issue facing the South Bayshore community. The physical, economic, and social problems that exist on certain parts of the street impact the entire district and need immediate action. Yet there are no quick solutions. The challenge is not simply that of getting rid of undesirable uses; it is also that of attracting healthy and desirable new uses. There is no demand for net growth in small-scale retail space because the street already has too much or adequate commercial space relative to its existing and potential population size. There is, however, a demand for large scale retail such as a grocery store, clothing stores, or fast food restaurants. There appears to be little demand for commercial office uses.

The use with the greatest potential demand is housing, particularly three and four story apartment buildings. Such housing could make the street more attractive while also improving the market for health retail activity. The problem is that the present physical appearance and social climate on the street is not conducive to attracting stable middle-income tenancy for apartments. Given the central influence that Third Street has on investment attitudes about the entire South Bayshore district, a series of vigorous public actions are needed to change the appearance and climate of the street and make it conducive for stable quality apartment growth.

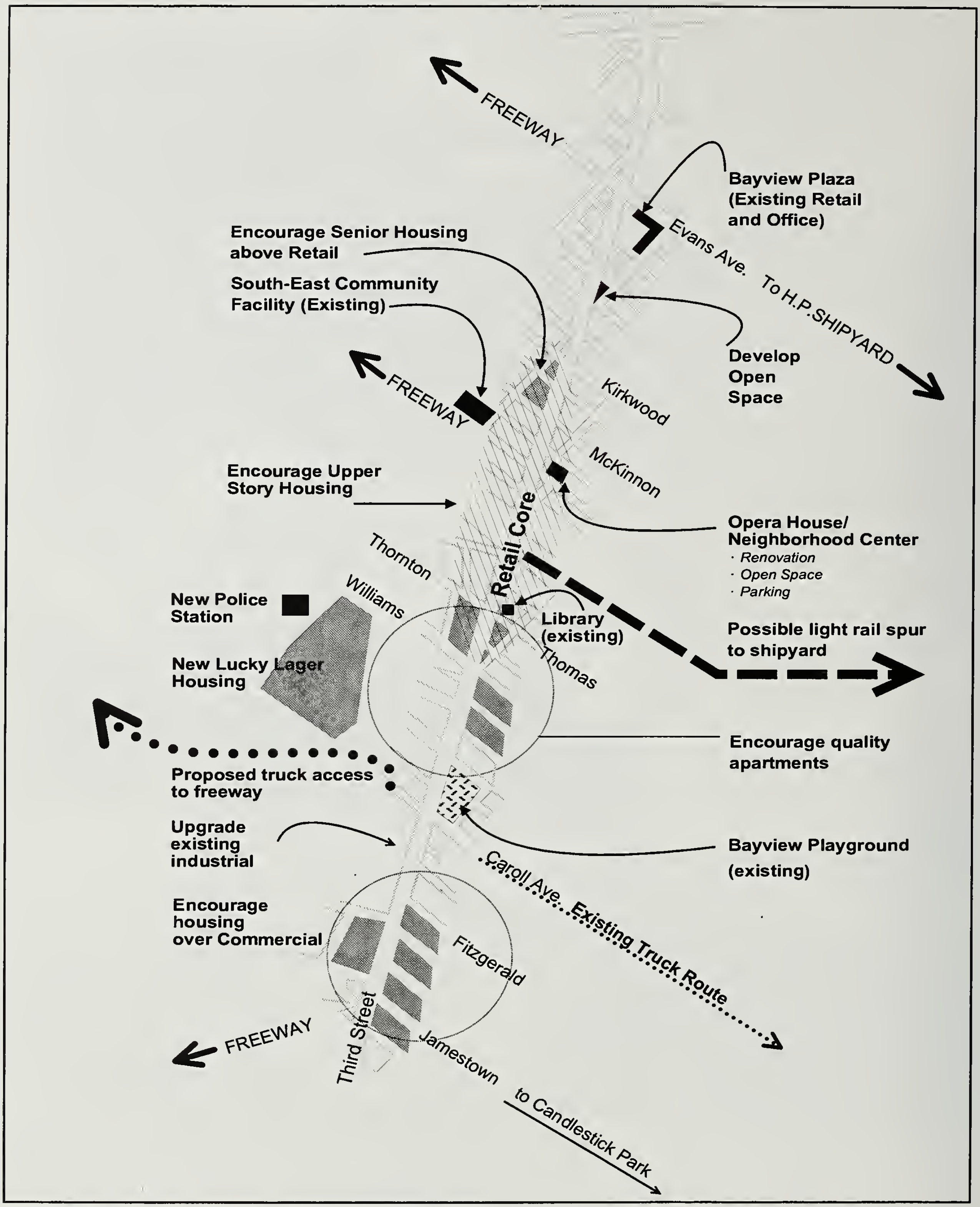

FREEWAY
Bayview Plaza (Existing Retail and Office)
Evans Ave.
To H.P. SHIPYARD
Encourage Senior Housing above Retail
South-East Community Facility (Existing)
Develop Open Space
FREEWAY
Kirkwood
McKinnon
Encourage Upper Story Housing
Retail Core
Opera House/ Neighborhood Center
· Renovation
· Open Space
· Parking
Thornton
Williams
New Police Station
Library (existing)
Possible light rail spur to shipyard
New Lucky Lager Housing
Thomas
Encourage quality apartments
Proposed truck access to freeway
Upgrade existing industrial
Bayview Playground (existing)
Caroll Ave. Existing Truck Route
Encourage housing over Commercial
Fitzgerald
FREEWAY
Third Street
Jamestown
to Candlestick Park

Figure 8

THIRD STREET REVITALIZATION

Suggested Guidelines and Policies Summary

San Francisco Planning Department

POLICY 2.1

Improve the physical and social character of Third Street to make it a more livable environment.

Steps should be taken which ultimately would make Third Street an attractive market for new apartment developments. Apartments could provide the consumer market structure needed to bring healthier retail activity to Third Street on a continuous basis. Apartment development will not be feasible, however, until the environment of the street is made more attractive and secure for apartment life.

An approach for revitalizing Third Street could follow the suggested land use framework, as shown on Figure 8. This framework largely conforms to the existing character of the street. It designates the blocks between Kirkwood Avenue on the north and Thomas and Thornton Avenues on the south as the commercial core of Third Street. Healthy retail could be encouraged on these blocks with the Bayview Opera House serving as the hub. The adjacent sections — between Fairfax and McKinnon Avenues to the north and between Jamestown and Thornton and Thomas Avenues to the south — would be centers for encouraging new apartment growth, perhaps with some retail uses on the ground floor.

Senior housing might be considered as a means for improving the character of Third Street and making it more conducive for private market rental housing. This assumes that there are available sites on the street for a senior housing complex. If the City and community decide to develop senior housing, it should be done in a way that minimizes displacement of existing residents on Third Street.

POLICY 2.2

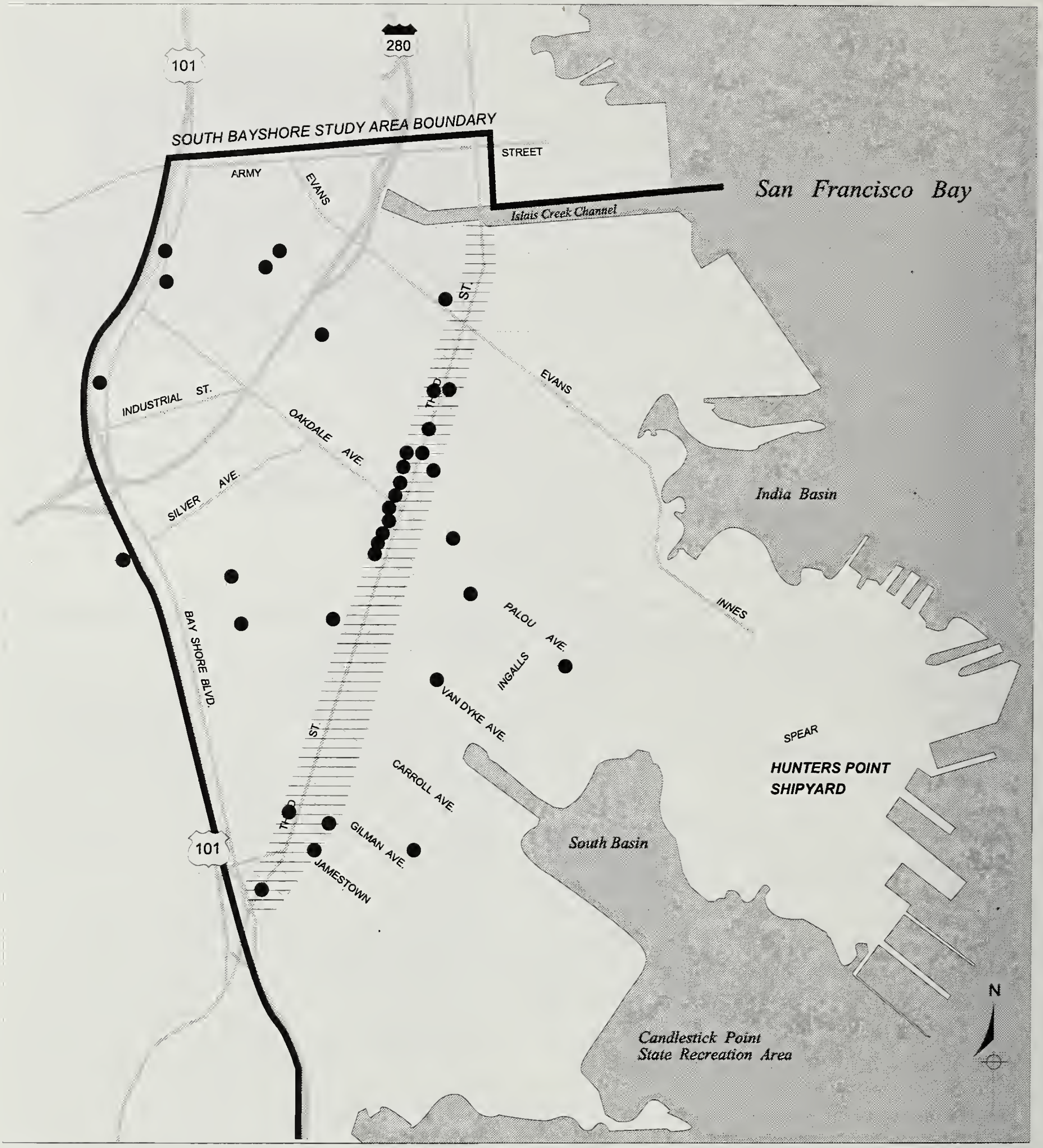
Shape improvement of Bayview Opera House to serve as primary cultural activity center for revitalization of Third Street.

By location, historical character, and overall mission the Bayview Opera House is central to any efforts to revitalize Third Street. As one of the primary city facilities providing cultural and artistic programs for San Francisco's African-American population, it has the potential to serve as a magnet for attracting the necessary outside market needed to make retail activity on the street economically strong.

POLICY 2.3

Restrict uses such as liquor sales establishments on Third Street.

One of the primary conditions for revitalizing the Bayview Hunters Point community is the need to attract a healthier mix of retail uses on Third Street and discourage unhealthy uses. The most prevalent unhealthy use is the large number of retail outlets selling alcoholic beverages for off-premises consumption. Survey results in the Issues Report found that Third Street, from Army Street to Meade Street, contains twice as many liquor stores as neighborhood commercial strips of a similar size in San Francisco. This heavy concentration of liquor stores and their related social problems give a negative image to Third Street. Billboards advertising alcohol or cigarettes, and check-cashing outlets, because of their proliferation, also degrade the image, health and welfare of the environment. Many of these uses attract undesirable loitering that deters pedestrians from walking on the street, creates traffic congestion, and has adverse impacts on adjacent residential uses. Figure 9 shows the distribution of liquor stores in South Bayshore.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PALOU AVE.
INGALLS
BAY SHORE BLVD.
VAN DYKE AVE.
SPEAR
HUNTERS POINT SHIPYARD
CARROLL AVE.
GILMAN AVE.
JAMESTOWN
101
South Basin
N
Candlestick Point State Recreation Area

Figure 9

PROPOSED AREA FOR RESTRICTING LIQUOR STORES

● ***Existing Liquor Store Location***

▤ ***Area for restricting liquor stores***

POLICY 2.4

Encourage new mixed-use projects to strengthen Third Street as the commercial spine of the neighborhood.

There are opportunities for more moderate density residential development and mixed residential/non-residential activities at several places indicated in Figure 8. Most of these are at the edge of the core commercial area where there are large underutilized lots. See Commerce Objective 7, Policy 2.

TRANSPORTATION

The principal objective for transportation planning is to provide adequate transportation services to maintain the economic vitality of South Bayshore and improve the livability of residential neighborhoods.

Background

The diverse land use pattern of South Bayshore poses potentially conflicting requirements on its transportation system. Each major type of land use — the shipping and rail-oriented industries in India Basin, the heavy commercial along Bayshore Boulevard, the low density residential neighborhoods, the neighborhood serving retail along Third Street, Candlestick Park Stadium, the Candlestick Point State Recreation Area, and the proposed development at Hunters Point Shipyard - has its own particular transportation needs. With relatively wide streets, two nearby freeways, and an existing commuter rail system, South Bayshore has many of the elements of the comprehensive circulation system that would be needed to handle these diverse needs. The primary gaps relate to truck traffic and public transit.

Because many industrial uses, particularly in South Basin, are located adjacent to neighborhood residential and commercial areas, there is frequent intrusion of truck traffic into these areas. South Bayshore lacks a major thoroughfare which connects industrial areas to the freeway system without passing through residential areas or the neighborhood commercial sections of Third Street. Such intrusion is one of the most common complaints among residents about the district.

The truck traffic problem is also related to a larger problem dealing with the freeway facilities in the southeast section of San Francisco. I-280 is not adequately connected to the Bay Bridge to encourage industrial truck traffic away from residential areas and off of surface streets. I-280 serves the northern industrial areas of South Bayshore, but going northward to the East Bay, it ends and returns vehicles to congested surface streets before connecting to I-80 at Fifth and Bryant Streets. Because of this lack of connection, many trucks prefer using Third Street to go to the Bay Bridge even though it runs through neighborhood commercial areas.

The other major gap deals with the inadequacy of public transportation in relation to existing and future population needs. South Bayshore is well served by #15-Third bus line which provides a regular direct connection from Third Street to Downtown and City College of San Francisco. Otherwise public transportation services are lacking. Public transit is more convenient for traveling from South Bayshore to Downtown than for traveling between different South Bayshore neighborhoods. Although South Bayshore has a major regional facility in the Candlestick Park sports arena, the public transit services to this facility are limited. The district also lacks the variety of pedestrian and bicycle pathways that one finds in many other parts of San Francisco. Social problems in South Bayshore also have an adverse impact on public transit, especially Muni services. For example, Muni services in South Bayshore are frequently disrupted by juveniles throwing rocks, bottles or other objects at passing Muni buses. When these incidents occur, Muni either reroutes or suspends service to the entire area for the remainder of the evening, greatly inconveniencing residents who need convenient access to public transit for employment and essential services. Much of the reason for the lack in transit services is the low population density in South Bayshore. It does not have the ridership volumes needed to warrant a greater variety of services. However, this situation is changing, with the population increase presently occurring in the district.

OBJECTIVE 3

MAKE SURFACE STREET AND FREEWAY IMPROVEMENTS TO ENCOURAGE TRUCK TRAFFIC AWAY FROM NEIGHBORHOOD RESIDENTIAL AND COMMERCIAL AREAS.

POLICY 3.1

Improve and establish truck routes between industrial areas and freeway interchanges.

Truckers will use non-residential and non-neighborhood commercial streets only if they are provided a viable alternate route. Key improvements to the existing system would serve to encourage truckers to use routes that do not disrupt existing residential and neighborhood commercial streets. The absence of a direct connection to the I-280 from the South Bayshore is a major cause of the industrial truck traffic problems in South Bayshore. Also, the lack of a direct connection between I-280 and the Bay Bridge discourages many trucks from using I-280, resulting in increased truck traffic on surface streets. The City should work with Caltrans to determine and develop ways of improving truck usage of I-280 as alternative to truck usage of surface streets. As housing development increases with the spread of urban growth along the southeast corridor of the city, from South of Market to Visitacion Valley, the issue of separating industrial traffic from residential and neighborhood commercial traffic will become increasingly important.

OBJECTIVE 4

DEVELOP AND MAINTAIN A SYSTEM FOR THE EASY MOVEMENT OF PEOPLE AND GOODS, TAKING INTO ACCOUNT ANTICIPATED NEEDS OF BOTH LOCAL AND THROUGH TRAFFIC.

POLICY 4.1

Develop a comprehensive network and schedule of roadway improvements to assure that South Bayshore maintains an adequate level of service at key intersections as the residential and work force population in the district increases.

POLICY 4.2

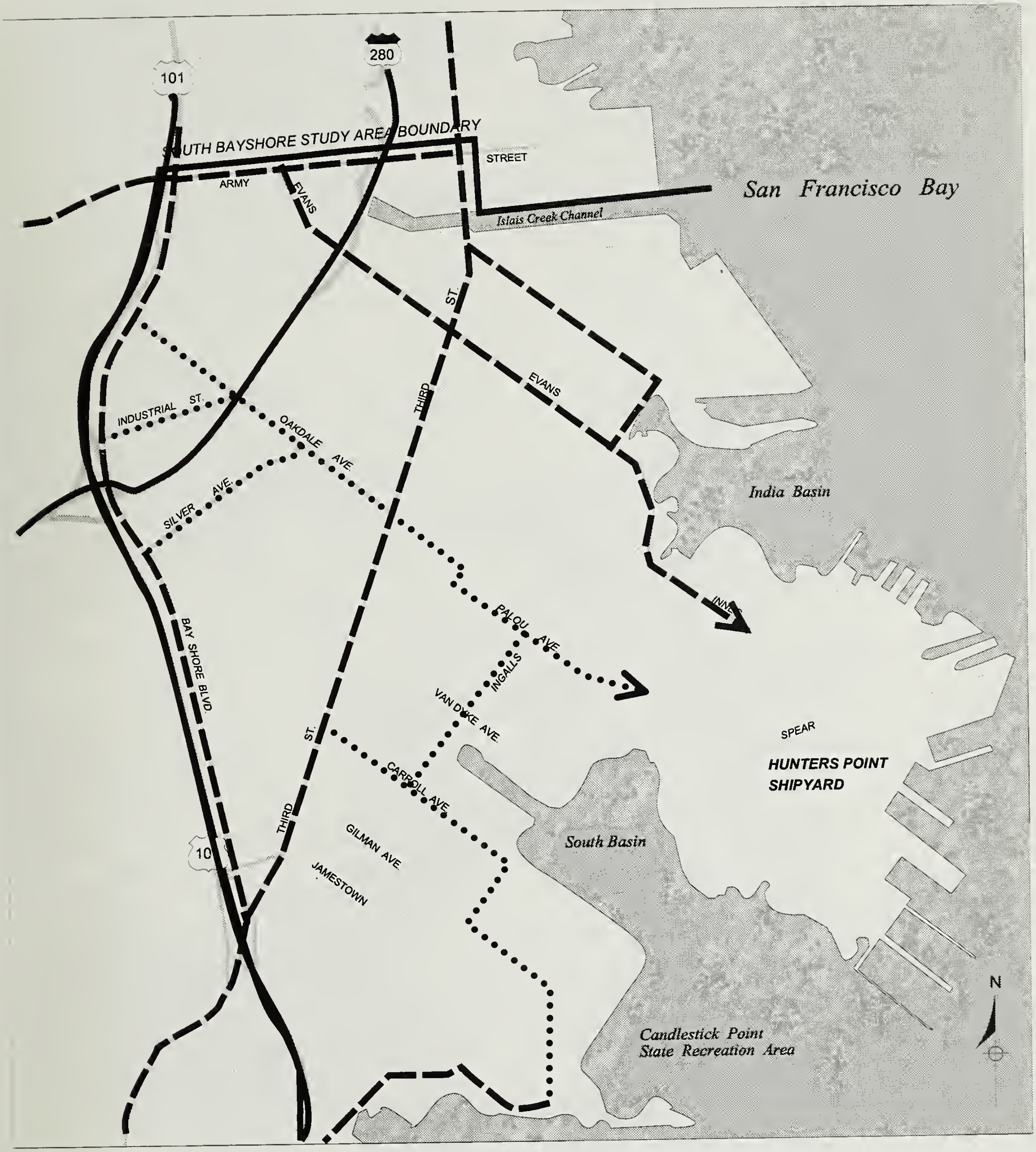
Develop the necessary improvements in public transit to move people efficiently and comfortably between different South Bayshore neighborhoods, to and from Candlestick Park, and to and from Downtown and other parts of the region.

Effective measures are needed for improving public transit services in South Bayshore. The overall objective of such measures should be to shift resident preferences away from private automobile use to public transit use and to reduce the use of private automobiles accessing events at Candlestick Park Stadium. This would require improving public transit access among different South Bayshore neighborhoods as well as between South Bayshore and other parts of the City, especially Downtown. It would also require ameliorating the social issues that affect the security of public transit services in the district.

POLICY 4.3

Give special consideration to light rail along Third Street as the nucleus for public transit improvements and for stimulating wider public transit usage and social/economic revitalization.

A light rail system linking South Bayshore to Downtown and other parts of San Francisco can be instrumental in achieving the overall transportation, land use, and energy conservation objectives of the South Bayshore Plan. It can help to produce direct transportation benefits, such as encouraging more people to use public transit, as well as indirect benefits, such as a more healthful physical environment and social/economic revitalization. In addition, it can help to eliminate the geographical isolation of South Bayshore from the rest of the city. The southeast offers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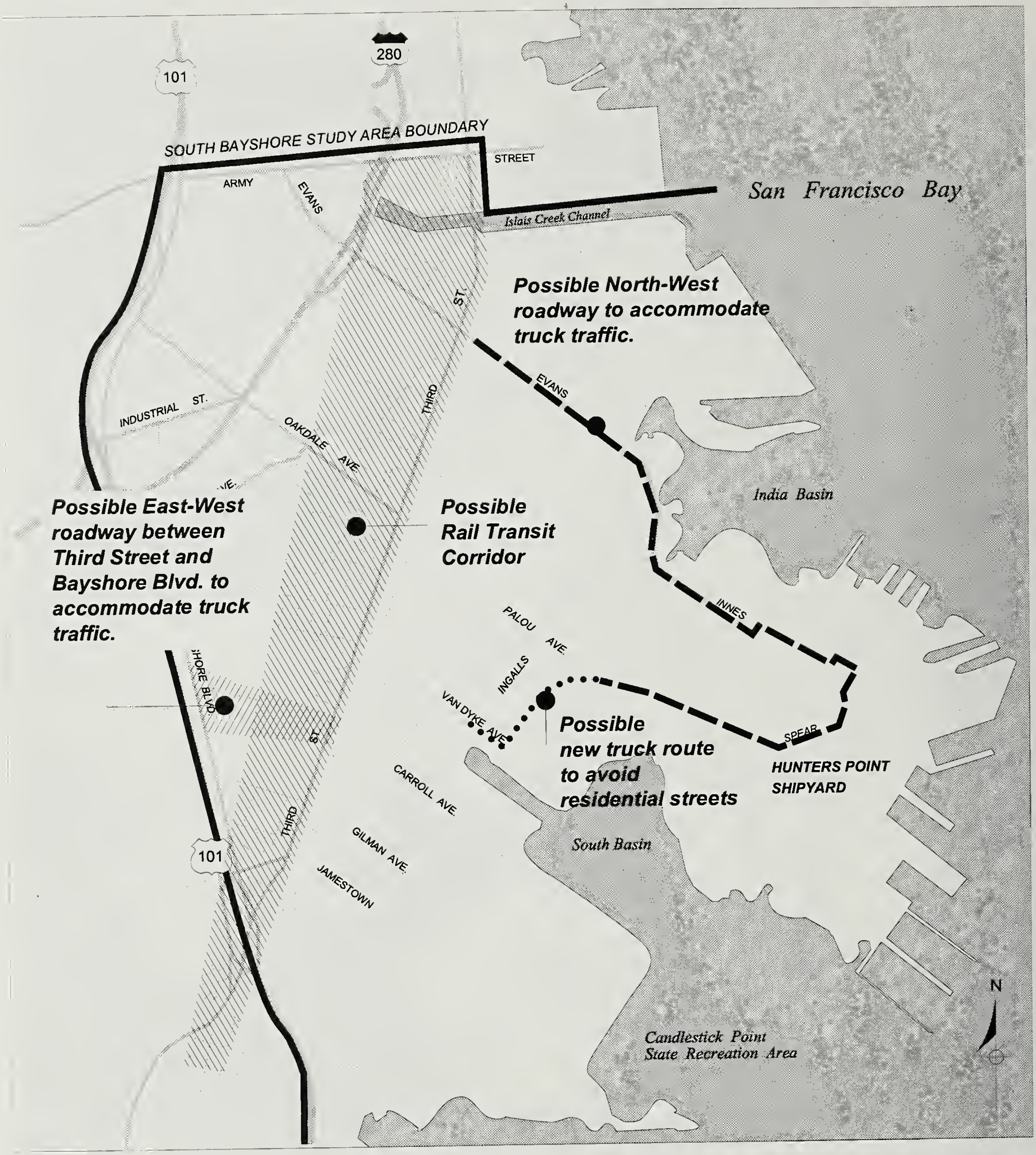
280
SOUTH BAYSHORE STUDY AREA BOUNDARY
ARMY
STREET
EVANS
San Francisco Bay
Islais Creek Channel
ST.
THIRD
EVANS
INDUSTRIAL ST.
OAKDALE AVE.
SILVER AVE.
India Basin
INNES
PALOU AVE.
INGALLS
BAY SHORE BLVD.
VAN DYKE AVE.
ST.
SPEAR
HUNTERS POINT SHIPYARD
CARROLL AVE.
THIRD
GILMAN AVE.
JAMESTOWN
South Basin
101
N
Candlestick Point State Recreation Area

Figure 10

VEHICLE CIRCULATION PLAN

▬ *Freeway* — — *Major Thoroughfares* •••••• *Secondary Throughfares*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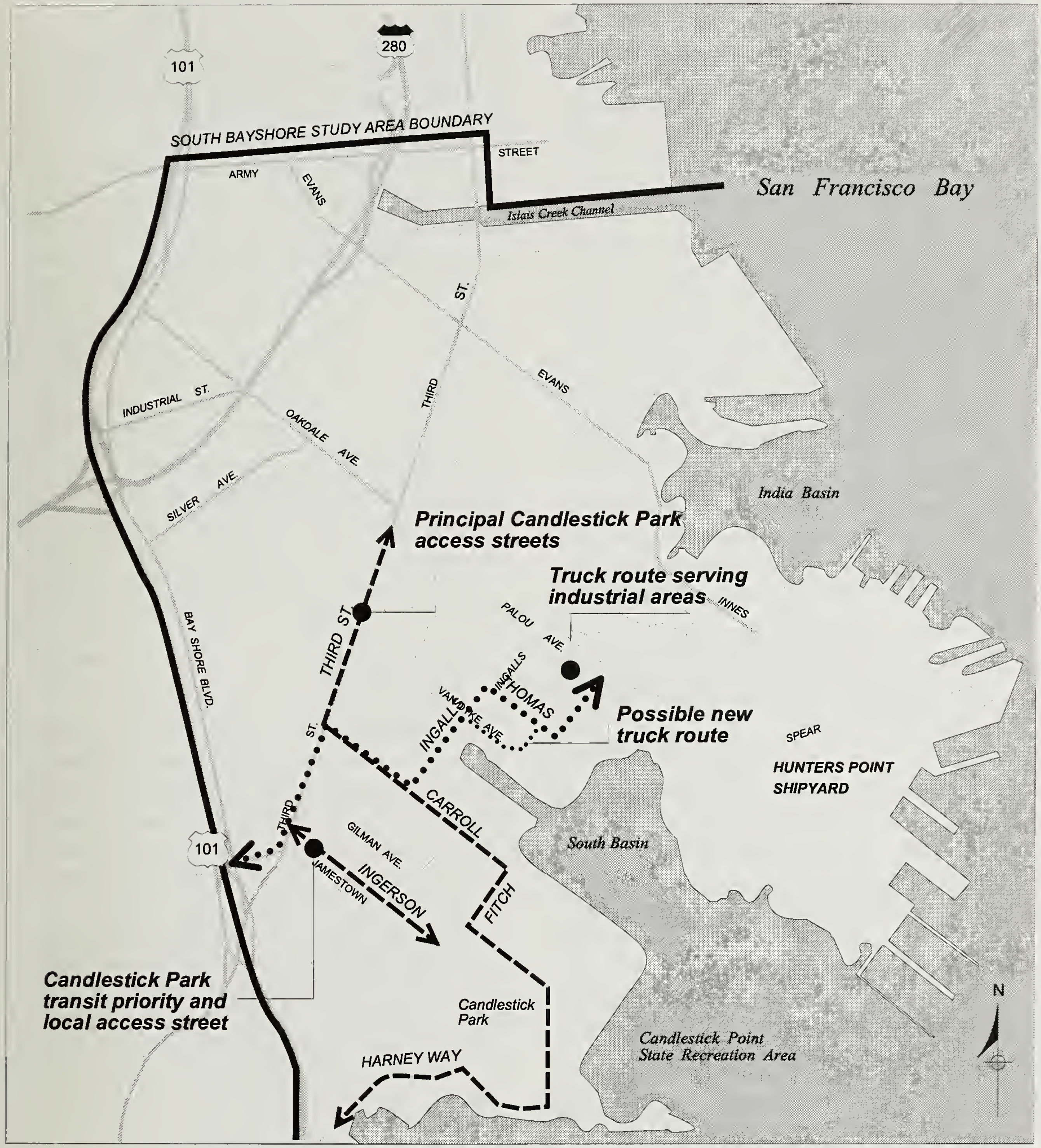
SOUTH BAYSHORE STUDY AREA BOUNDARY
ARMY
EVANS
STREET
San Francisco Bay
Islais Creek Channel
Possible North-West roadway to accommodate truck traffic.
ST.
THIRD
EVANS
INDUSTRIAL ST.
OAKDALE AVE.
India Basin
Possible East-West roadway between Third Street and Bayshore Blvd. to accommodate truck traffic.
Possible Rail Transit Corridor
INNES
PALOU AVE.
INGALLS
SHORE BLVD.
VAN DYKE AVE.
Possible new truck route to avoid residential streets
SPEAR
HUNTERS POINT SHIPYARD
ST.
CARROLL AVE.
THIRD
101
South Basin
GILMAN AVE.
JAMESTOWN
N
Candlestick Point State Recreation Area

Figure 11

MAJOR TRANSPORTATION IMPROVEMENTS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SOUTH BAYSHORE STUDY AREA BOUNDARY
STREET
ARMY
EVANS
San Francisco Bay
Islais Creek Channel
ST.
THIRD
EVANS
INDUSTRIAL ST.
OAKDALE AVE.
SILVER AVE.
India Basin
Principal Candlestick Park access streets
Truck route serving industrial areas
INNES
PALOU AVE.
BAY SHORE BLVD.
THIRD ST.
INGALLS
THOMAS
VAN DYKE AVE.
INGALLS
Possible new truck route
SPEAR
HUNTERS POINT SHIPYARD
ST.
THIRD
CARROLL
101
GILMAN AVE.
JAMESTOWN
INGERSON
South Basin
FITCH
Candlestick Park transit priority and local access street
Candlestick Park
HARNEY WAY
Candlestick Point State Recreation Area
N

Figure 12

CANDLESTICK PARK ACCESS STREETS AND TRUCK ROUTES

▬ ▬ ▬ *Access Streets*

•••••• *Truck Routes*

at least two basic alternatives for a light rail system: The existing Caltrain right-of-way or Third Street. Higher priority is given to light rail along Third Street, as part of a comprehensive effort to revitalize the street as the heart of Bayview Hunters Point and increase usage of public transportation to, from, and within the district.

As part of the Bayshore Corridor Study, Muni developed many alternatives, of which four were recommended for further study. Subsequently, with the help of Urban Habitat Program the community also developed a preferred "Hybrid" alternative which is now the community's preferred alternative, providing more direct service to downtown on Third Street. These alternatives are included in this Plan simply to illustrate the broad community consensus for light rail along Third Street and do not pre-empt the final recommendations of the Transportation Authority's Major Investment Study, which will evaluate all of the five alternatives and result in selection of the "Locally Preferred Alternative."

To the maximum extent feasible and desirable, the following citizen-recommended objectives and other recommendations of Urban Habitat's *Bayview Hunters Point Social and Ecological Justice Transportation Plan* should be included among the overall objectives of light rail planning and implementation through the southeast corridor:

a) Upgrade existing stations and develop new stations to increase availability of public transit services to local residents.

b) Link to a regional rail system, particularly one connected to the airport and the Peninsula.

c) Create a feeder system that links each residential neighborhood, employment center, and activity area to the proposed rail line.

d) Couple light rail development on Third Street with a coordinated economic development strategy and land use development strategy for station areas, Third Street, and the overall Bayview Hunters Point area.

POLICY 4.4

Improve parking conditions along Third Street to meet current and future parking needs of commercial uses.

On-street parking in the commercial core section of Third Street, between McKinnon and Revere Avenues, is ninety percent occupied throughout most of the business day. Consideration should be given to constructing a public off-street parking facility in close proximity to the Bayview Opera House in order to strengthen its capacity to serve as the activity center for the revitalization of Third Street as well as meet the off-street parking needs of Third Street merchants. In the interim one alternative is to use the parking space of some of the churches along Third Street, since they tend to be underused during the regular business hours of most commercial establishments.

POLICY 4.5

Create a comprehensive system for pedestrian and bicycle circulation.

South Bayshore is included as a part of the bicycle and pedestrian circulation system of the Transportation Element of the Master Plan. Figure 13 shows the bicycle plan. This plan should be refined to give specific attention to the pedestrian and bicycle circulation needs for South Bayshore. Special attention should be given to pedestrian linkages across the physical barriers formed by freeways which separate South Bayshore from the rest of San Francisco, and to bicycle facilities which serve recreational and educational facilities. Figure 13 also shows proposed pedestrian trails through the South Bayshore.

POLICY 4.6

Provide convenient regional access to Candlestick Park stadium without negatively impacting nearby residential streets.

Special events at Candlestick Park attract crowds of up to 70,000 persons from throughout the Bay Area and northern California. The large number of automobile trips typically generated by these events can create extreme congestion and block access to nearby residential streets for residents and emergency vehicles alike. A variety of public education, traffic routing and enforcement measures are needed to deal with this problem. These measures are listed below. Consideration should be given to a light rail linkage to the Stadium. See Figure 12.

HOUSING

The principal objectives for housing in South Bayshore are: conserve existing housing and homeownership patterns; and promote major growth in new housing at price levels, types of construction, and locations that offer maximum choice to a majority of existing South Bayshore residents.

Background

South Bayshore contains over 9250 dwelling units and 28,000 residents (1990 Census). Most of the housing stock, 61 percent, was built prior to 1949 and is of sound construction. This older housing generally consists of one story dwellings over a garage. Along Third Street there are six residential hotels containing a total of 115 units.

The primary housing issue facing South Bayshore is affordability. It underlies other issues related to housing conservation and new housing growth and affects many different segments of the South Bayshore population. Most directly, it affects lower income households. There is a need to protect the existing supply of public housing and to encourage greater resident participation in the maintenance of dwelling units once they have been rehabilitated and improved. There is also a need to forestall or avoid displacement of lower income residents living in HUD-subsidized housing units.

Affordability is also a major issue facing moderate and middle income homeowners in South Bayshore. Many older residents bought their homes after World War II when property was inexpensive and jobs plentiful. However, because of the extraordinary increase in real estate prices over the past twenty-five years, particularly in San Francisco, and because of the deteriorating employment situation of many South Bayshore residents, it is becoming increasingly difficult for the offspring of older homeowners to afford to buy housing in the district. Two issues are involved: The need to maintain affordability among existing housing units while improving their overall residential quality; and the need to assure that a significant portion of the new housing constructed is of good construction quality and affordable at the income levels that prevail in the district. The low median income in South Bayshore relative to the rest of the city means that affordable housing programs to be effective will require a higher level of subsidies and will need to be especially targeted for Bayview Hunters Point residents.

To be affordable to most Bayview households, ownership housing should be at a cost level whereby households earning an amount equal to 80 percent of the city's median income can purchase it, and rental housing should be at a cost level whereby they are affordable to those with 50 percent of the City's median income.

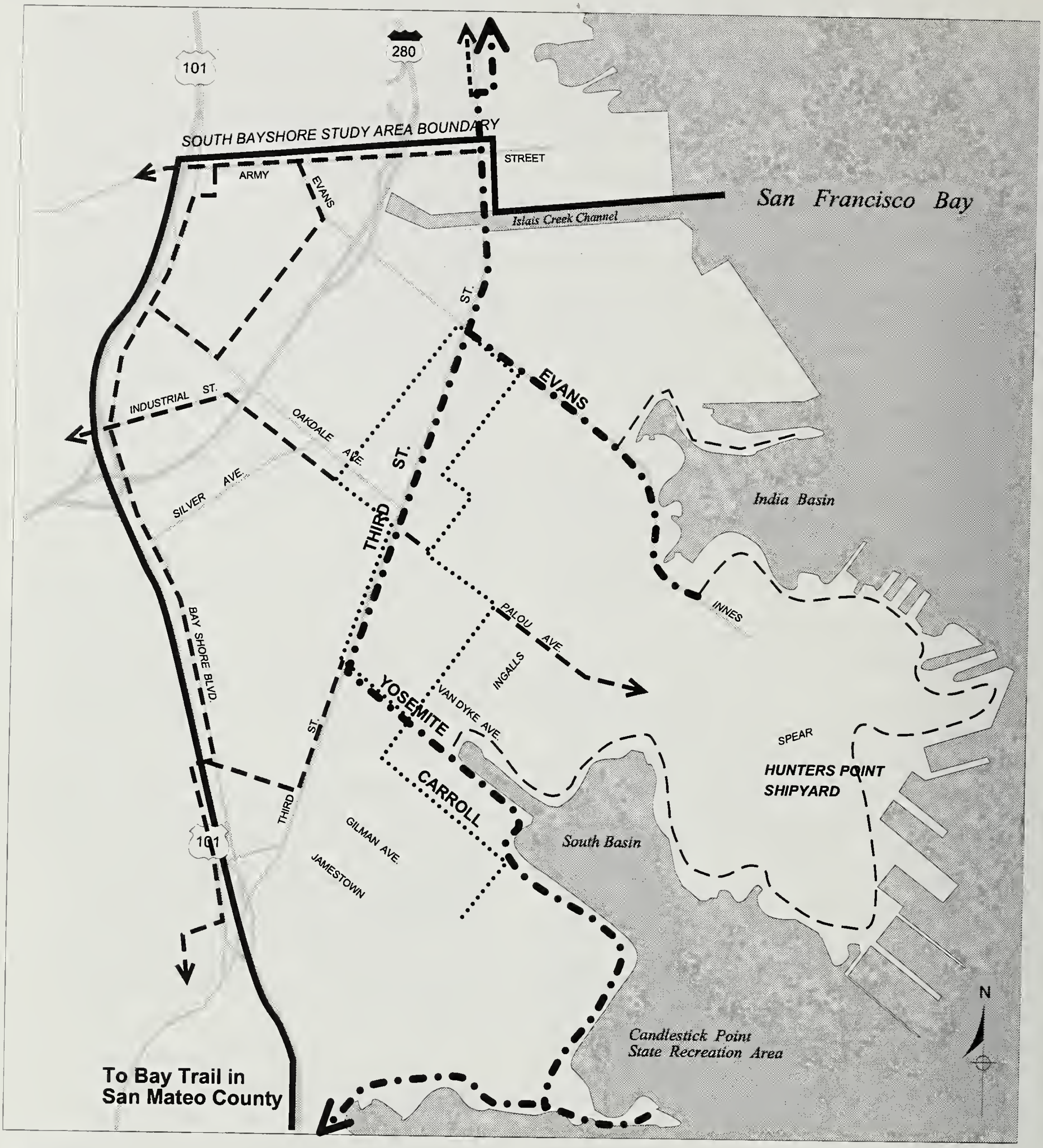
There is also a need to build quality market-rate housing in South Bayshore. The unfair stigma of Bayview Hunters Point as an undesirable neighborhood stems from the excessive concentration of low-income housing that existed there during the postwar years. Some new quality market-rate housing to supplement new affordable housing would help to diminish this stigma as well as introduce income diversity among residents.

OBJECTIVE 5

PRESERVE AND ENHANCE EXISTING RESIDENTIAL NEIGHBORHOODS.

POLICY 5.1

Preserve and enhance the existing low density character of residential neighborhoods.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SOUTH BAYSHORE STUDY AREA BOUNDARY
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OAKDALE AVE.
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SILVER AVE.
THIRD
India Basin
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PALOU AVE.
BAY SHORE BLVD.
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VAN DYKE AVE.
SPEAR
HUNTERS POINT SHIPYARD
ST.
CARROLL
THIRD
101
GILMAN AVE.
JAMESTOWN
South Basin
N
Candlestick Point State Recreation Area
To Bay Trail in San Mateo County

Figure 13

BIKE ROUTES AND PEDESTRIAN TRAIL

········	*Existing Bike Route*
▬ ▬ ▬	*Proposed Bike Route*
— — —	*Proposed Bay Trail Extension*
▬ • ▬ •	*Existing Bay Trail Route*

Most residential areas in South Bayshore are zoned for single-family and two-unit homes. This is consistent with the existing building scale in these areas. To maintain this scale, new infill housing and expansion of existing dwellings should conform to existing residential patterns in terms of bulk, setbacks, and height. Also, as the existing housing ages, there is a greater need to increase maintenance of older housing. In light of the low incomes that prevail among many existing homeowners a special effort may be needed to assist rehabilitation and maintenance efforts among these homeowners in order to prevent the older housing stock from moving to a point of dilapidation. This is especially important since housing is the primary capital asset among Bayview's predominantly African American community, to a much greater extent than among other ethnic groups, and is therefore important to retaining and establishing San Francisco's African American population and maintaining thereby ethnic diversity in the city as a whole.

POLICY 5.2

Conserve the existing supply of Federally subsidized lower income housing.

The HUD contracts under which the rents for these units are subsidized are due to expire at various points over the next 15 years. If no way is found at the federal level to avoid this expiration, close to 3,000 South Bayshore residents, over 12% of the total population, could face substantial rent increases or displacement by the year 2000.

POLICY 5.3

Conserve and enhance the existing supply of public housing.

Public housing is one of the main supplies of truly affordable housing. Its residential population is one of the most stable portions of the City's total population. Housing Authority officials and other City officials should work with tenant organizations and individuals in South Bayshore to increase federal funding to improve physical, social, and economic conditions in public housing areas. Many improvements can be carried out without additional Federal funding provided there is sufficient will and cooperation among appropriate local officials and residents. The following guidelines for cooperation between local officials and public housing tenants can be designed to operate at varying levels of federal funding.

POLICY 5.4

Complete modernization of Waste Water facilities by completing the Crosstown Tunnel component of the approved Waste Water Master Plan, or another alternative which would achieve the same objective in order to enhance residential livability along the southeast shoreline.

South Bayshore is one of the primary locations for the City's sewage treatment facilities. Many of these facilities are located adjacent or in close proximity to residential areas, and affect residential character. During heavy rains, the combined sanitary/storm water sewer system often overflows, causing untreated sewage to surface or drain directly to the bay. Implementation of the Waste Water Master Plan approved by San Francisco voters has helped to modernize waste water facilities, reduce untreated overflows, and improve their relationship to residential areas. However, one part of the plan — construction of the Crosstown Tunnel to link the Southeast facility to an ocean outfall facility, or an alternative discharge location — is yet to be implemented.

Existing waste water facilities in South Bayshore include sewage handling facilities that treat and discharge waste matter into the bay. The Bayside Discharge Alternatives studies are currently analyzing the Crosstown Tunnel and other alternatives to find the best solution to the sewage treatment and disposal problems in the South Bayshore. Other options, which would address the need to eliminate discharge into the Islais Creek vicinity, include a new Bay outfall and reclamation/export of the wastewater out of the City. The Bayview Hunters Point community prefers the building of the Crosstown Tunnel. A layout of the Clean Water Master Plan and the Crosstown Tunnel is shown in Figure 14.

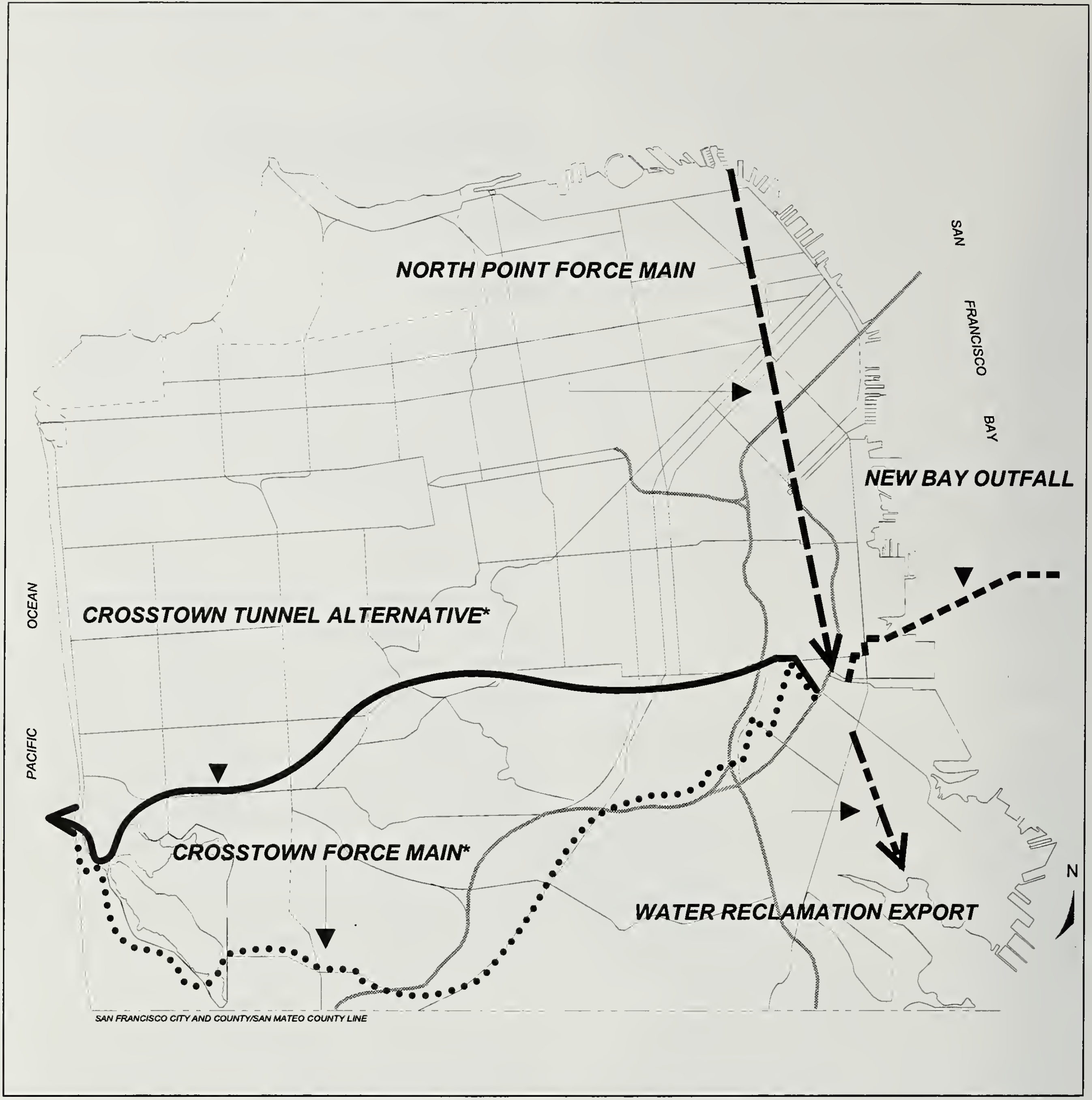
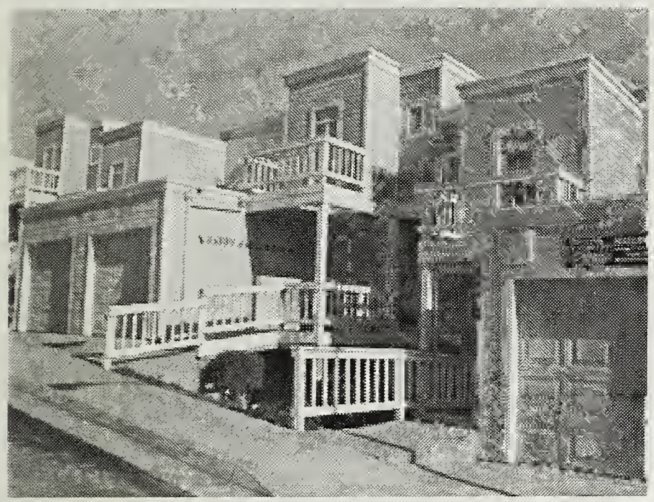

NORTH POINT FORCE MAIN
SAN
FRANCISCO
BAY
NEW BAY OUTFALL
OCEAN
CROSSTOWN TUNNEL ALTERNATIVE*
PACIFIC
CROSSTOWN FORCE MAIN*
WATER RECLAMATION EXPORT
N
SAN FRANCISCO CITY AND COUNTY/SAN MATEO COUNTY LINE

Figure 14

BAYSIDE DISCHARGE ALTERNATIVES PROJECT PROPOSED FACILITIES

*Community Preferred Alternative
(Use ocean as primary outfall to minimize adverse environmental impact on bay)



OBJECTIVE 6

ENCOURAGE CONSTRUCTION OF NEW AFFORDABLE AND MARKET RATE HOUSING AT LOCATIONS AND DENSITY LEVELS THAT ENHANCE THE OVERALL RESIDENTIAL QUALITY OF SOUTH BAYSHORE.

POLICY 6.1

Encourage development of new moderate density affordable ownership units, appropriately designed and located and especially targeted for existing Bayview Hunters Point residents.

Plans for the revitalization and intensification of Third Street, and new housing at Hunters Point Shipyard and the Candlestick Point Perimeter area provide the potential for thousands of new housing units in South Bayshore with primarily moderate density (RM-1 and NC-3) zoning. San Francisco's Inclusionary Affordable Housing Policy applies to projects containing 10 or more units which seek Planning Commission approval. Ten percent of the units in those projects are required to be affordable using guidelines provided annually by the City Planning Commission. Beyond these basic requirements, a major effort targeting new affordable housing for existing Bayview Hunters Point residents is needed to avoid displacement of the existing population resulting from new housing development over the next ten to twenty years.

POLICY 6.2

Develop new multi-family housing along Third Street after economic stabilization of surrounding existing residential neighborhoods.

Moderate density housing on Third Street, although beneficial in the long term, is not as high of a priority as stabilizing the existing residential areas. This includes abating illegal industrial nuisances near housing, phasing out legal, nonconforming intensive industrial uses, and encouraging improvement through better truck route enforcement, hazardous waste containment, building design, and landscaping. The Land Use section (Objective 1) contains policies and actions toward this goal. Development more housing on Third Street, however, will in itself help to improve the neighborhood environment because more residents would be keeping their eyes on problems and actively working to improve their environment. Additional guidelines for the revitalization of Third Street are provided under Objective 2, in the Land Use section. A graphic description is given in Figure 8.

POLICY 6.3

Encourage development of new small scale affordable housing on infill vacant sites and through addition of second units consistent with the character of existing residential neighborhoods.

There are close to 200 scattered vacant sites in South Bayshore that are zoned RH-1 and RH-2. Many are owned by local homeowners and non-profit housing developers and represent their primary stake in the private economy. Together these sites present a potential opportunity for substantial new housing and for improving the capital base in a capital-deficient community, particularly among African Americans. Many sites will be developed through the private market mechanism. Others may need technical assistance and public incentives to stimulate development, assure affordability, and give existing residents a stake in the private economy.

POLICY 6.4

Encourage development of new affordable housing on the ridge portion of Hunters Point Shipyard to help improve the residential character and circulation pattern of the Hunters Point residential area.

The ridge portion of Hunters Point shipyard consists of approximately 70 acres directly abutting the Hunters Point Hill residential area. This ridge portion of the shipyard used to provide housing for the military, and many of the housing structures remain. The Mayor's Citizen Advisory Committee on the Hunters Point Shipyard, in developing a reuse plan, should give consideration to developing affordable private housing on this ridge. Such development should be designed with the intent of improving the character and mix of existing residential neighborhoods on Hunters Point Hill, improve the circulation between neighborhoods and adjoining areas, and better integrating into the shipyard into the surrounding community.

POLICY 6.5

On Bayview Hill encourage housing development which complements the natural areas and open space, as well as provides for local economic development.

The recent and projected growth in population in the Bayview Hunters Point area has increased the demand for all types of housing. Families have been leaving the district because of limited choices in the existing housing stock. For a long time the Bayview Hill area has remained undeveloped, but within the last decade it has become subject to significant growth pressures. Close to 50 new units have been constructed on the Western slopes within the past five years. Over 500 new units have been approved for Executive Park, and an application was submitted for housing on the northern side of the hill facing Jamestown Avenue.

Bayview Hill is one of the last available large housing opportunity areas in South Bayshore and San Francisco. Over thirty-two acres of undeveloped land on the northwest side of the hill facing Third Street and Jamestown Avenue is zoned residential. The 1990 Department of City Planning "Inventory of Land Suitable for Residential Development" listed this as a Housing Opportunity site based on a preliminary street survey for the Residence Element. More housing on Bayview Hill with the appropriate infrastructure, locational pattern, and architectural design could help to meet the housing demand as well as contribute to the revitalization of the neighborhood. Additional housing could help to expand the consumer base for local, neighborhood-serving businesses without displacing any existing residents. The site could also provide economic development opportunities for local residents such as short term construction contracts, construction jobs, home ownership, or participation in interim uses compatible with the adjacent park lands and residences.

Bayview Hill, however, is also one of the few remaining hills in San Francisco that has significant open space and natural areas, and is visually prominent in the southeast part of the City. In addition to the privately-owned land (including an open space easment in Executive Park on the southern slope), the city-owned park at the crest of the hill is currently 26 acres, and there are several acres of State-owned land on the west side of the hill The recent and potential housing growth has raised concern among some environmental organizations and local residents, who have opposed development on the upper slopes of the hill, particularly immediately adjacent to the existing Bayview Hill Park. The San Francisco Open Space Acquisition/ Park Renovation Program, administered jointly by the Recreation and Park Commission and the Planning Commission, beginning in 1991 recommended acquisition of the majority of the privately-owned land as a natural area in two phases beginning with the uppermost slopes near the park. The Recreation and Parks Department is also interested in purchasing the flatlands at the base of the hill to provide parking for Candlestick Park Stadium events approximately 25 days out of the year and active recreation uses the remainder of the year.

Community testimony at Planning Commission hearings on the Draft South Bayshore Plan, however, has favored housing development over open space acquisition on portions of the hill. Furthermore, development of the privately-owned portions of the hill would likely leave additional significant portions of the hill in a natural state, since much of the land is undevelopable because of steep slopes. A significant portion of the development could occur on the lower portion which has been excavated and natural features eliminated, as long as it does not produce significant adverse environmental impacts. The overall objective is to maintain the presumption for housing development on Bayview Hill while preserving access to the natural, recreational, and visual resources for Bayview Hunters Point.The housing design should protect the relatively low density and small scale pattern of the immediate neighborhood.

COMMERCE

The principal objectives for commercial development in Bayview Hunters Point are to improve the vitality of shopping areas and attract commercial investment for the greater convenience of the people who live and work in South Bayshore.

OBJECTIVE 7

ENCOURAGE HEALTHY RETAIL REUSE IN THE EXISTING COMMERCIAL CORE OF THIRD STREET AND COMPLEMENTARY GROWTH IN ADJACENT SECTIONS.

South Bayshore has over 567 commercial establishments. These establishments are dispersed throughout the district, but the greatest concentrations occur along Bayshore Boulevard and Third Street. The establishments along Bayshore consist primarily of heavy commercial outlets, such as large lumber yards and hardware stores. Located on the periphery of the district with direct access to the James Lick Freeway, the Bayshore Boulevard commercial area serves a regional market and is economically healthy. Third Street, running through the middle of the district, is also a major thoroughfare but with more neighborhood-serving businesses. While immediately accessible to the surrounding residential community of Bayview Hunters Point, it is relatively insulated from other parts of the city and region and is not likely to attract a larger outside market.

The primary challenge facing the commercial sector in South Bayshore is stimulating sufficient private investment interest in healthy economic uses on Third Street. To meet this challenge consideration should be given to establish a Third Street community development loan fund specifically designed and organized to meet the financing needs for successful revitalization of Third Street.

POLICY 7.1

Make the commercial blocks on Third Street between Kirkwood Avenue to the north and Thomas and Thornton Avenues to the south the core of new commercial growth.

This section is the logical heart of Third Street. It contains the largest concentration of existing retail establishments in the district outside of those on Bayshore Boulevard. Its blocks should be the focus of a Third Street revitalization program for encouraging healthy pedestrian-oriented and neighborhood-serving retail reuse.

POLICY 7.2

Encourage complementary development adjacent to the Third Street core commercial area.

Third Street is a major thoroughfare. A large number of persons travel through on their way to and from Candlestick Park, India Basin Industrial Park, and Hunters Point Shipyard. However, there is a current lack of convenient, attractive and safe retail services on Third Street, which deters through traffic from stopping. The core of the commercial district between Kirkwood and Thomas Avenues is characterized by more local and pedestrian-serving uses, while the northern end and the southern end are characterized by more regional and automobile-oriented uses. These ends also contain larger and sometimes vacant parcels. In these areas there is a need and opportunity for development which could provide the intensity to attract more patrons. Housing is the preferred development, and essential for commercial revitalization, but could be combined with non-residential uses. Automobile-oriented retail should be limited to outside the Third Street core area.

POLICY 7.3

Develop secondary nodes of commercial activity.

Commercial uses in the district should be distributed in a pattern that provides convenient access to essential retail services for all residential neighborhoods. All residents should be within walking distance, approximately one-half mile, of essential neighborhood retail services. See Figure 1. Neighborhood commercial areas should be in conformity with the applicable provisions of the Commerce and Industry Element of the Master Plan which govern neighborhood commercial districts and uses. C-M zoning is being phased out city-wide and replaced with NC-3, NC-2, or special NCD zoning where the uses are primarily neighborhood-serving commercial. This more specialized zoning is better suited to areas which abut residential neighborhoods, as it encourages housing and discourages large intensive uses which disrupt pedestrian and residential character.

INDUSTRY

The principal objectives for industry are to maintain and fully utilize existing industrial areas to better meet the City's and South Bayshore's economic needs; achieve a closer linkage between the employment and investment opportunities created in the industrial areas and the employment and entrepreneurial needs in the Bayview Hunters Point Community.

Background

Over one half of the land in South Bayshore is devoted to industrial uses. The subareas which have industry as the primary land use include: Northern Industrial, India Basin, Hunters Point Shipyard, South Basin East, and South Basin West. Together these industrial areas contain over 500 establishments and provide over 19,000 jobs. Maintaining the vitality and growth of these areas is crucial to the economic well being and future of South Bayshore as well as the city as a whole.

The Northern Industrial, India Basin and Hunters Point Shipyard subareas are oriented toward heavy industry, maritime industry, and heavy commercial. Physically removed from the primary residential areas of South Bayshore, India Basin and the Port's container terminals in particular are more directly linked to the adjacent maritime/heavy industrial uses in the Central Waterfront north of Army Street immediately outside the boundaries of South Bayshore. Industrial growth in South Basin is circumscribed by surrounding residential areas and the Candlestick Point State Recreation Area. Future growth should be directed toward achieving more efficient utilization of space in already built-up industrial areas and improving compatibility with the State Park and surrounding residential areas.

The other industrial area is the Hunters Point Shipyard. Through special legislation under the federal Base Closure Act, it is being ceded to the city. Occupying over 500 acres, it is the single largest industrial area in the district, and has had determining influence on the overall economy of South Bayshore and the city as a whole, particularly when it was fully utilized by the navy as a major ship repair facility from World War II to 1974. By physical location and characteristics and by citizen input, it is the most appropriate location for new industrial growth. It provides a site where small-, medium-, and large-size businesses can grow and thrive unencumbered by physical proximity to residential area. Moreover, it clearly has the potential to again have determining influence on the local and citywide economy.

Given the conflict between housing and industry as a primary legacy of South Bayshore and the need to achieve harmony between residential and industrial areas, housing growth should be restricted in all areas more appropriately suited for industry.

OBJECTIVE 8

STRENGTHEN THE ROLE OF SOUTH BAYSHORE INDUSTRIAL AREAS IN THE OVERALL ECONOMY OF THE DISTRICT, THE CITY, AND THE OVERALL REGION.

POLICY 8.1

Maintain industrial zones in Northern Industrial and India Basin sub-districts.

In the Northern Industrial and India Basin M-1 and M-2 areas, industry should be allowed to grow and thrive in an unfettered manner and thereby fulfill its potential as a source for jobs, income, and fiscal revenues for the City. Housing and other conflicting uses should be discouraged. New industrial and/or heavy commercial uses that help to provide employment and business opportunities for Bayview Hunters Point and strengthen the economic base of the city should be encouraged.

POLICY 8.2

Achieve full reuse of Hunters Point Shipyard.

A major opportunity to bring the Hunters Point Shipyard under productive use for local purposes has become available with the Congressional Base Closures Act. Separate legislation to specifically cede Hunters Point Naval Shipyard to the City creates a unique opportunity for the Navy and the City to work together through a joint venture to bring the shipyard area into full productive use in a way that benefits both the local and regional economy. Reuse of the shipyard is being planned under the auspices of the Office of Military Base Conversion and the Mayor's Citizen Advisory Committee (CAC) on the Hunters Point shipyard. Given the central role of the shipyard in the overall economy of South Bayshore and the City and County, it is essential that these activities be closely coordinated with the planning activities for South Bayshore as a whole.

OBJECTIVE 9

IMPROVE LINKAGE BETWEEN GROWTH IN SOUTH BAYSHORE INDUSTRIAL AREAS AND EMPLOYMENT AND BUSINESS NEEDS OF THE BAYVIEW HUNTERS POINT COMMUNITY.

POLICY 9.1

Increase employment in local industries.

The India Basin Redevelopment Project has been successful in attracting new industries to the South Bayshore district. But it does not appear to have met its employment goals of major job opportunities for local residents. Local unemployment rates have increased since completion of the redevelopment project. Future revitalization activities should give greater priority to assuring job opportunities for local residents.

POLICY 9.2

Encourage the local business community to play a larger role in the industrial sector of South Bayshore.

In the recent past, the business community in Bayview Hunters has focused most of its interest on revitalizing the retail section of Third Street. Yet even with such revitalization, business opportunities would be limited because of the essentially neighborhood-serving commercial function of Third Street and the ample supply of existing commercial space. Potentially the industrial sector of South Bayshore offers more business opportunities than the commercial sector. The local business community should broaden its interest in economic development to look at ways of playing a larger role in the industrial sector.

POLICY 9.3

Support expanded role of African American firms in distribution and transportation industries.

The South Bayshore Economic Study (May 1988) prepared by Recht Hausrath Associates documented that "Warehousing/Distribution/Transportation" (W/D/T) industries dominate the South Bayshore economy. African-Americans are grossly underrepresented in these industries. In most cases, as business owners and operators, they are totally unrepresented. It is only within the past decade that a few African American firms have managed to gain a foothold in this economic sector. These firms include one trucking firm owned and managed by African-American women. The efforts of these firms should be strongly supported. They still face many barriers to full participation as private entrepreneurs because of the historical isolation of African Americans from these industries. These barriers include private market restrictions relating to bonding, financing, contract bidding, marketing, and organizational leverage. Programs specifically designed to eliminate each of these barriers should be developed and implemented so that African American firms can compete on an equal basis with other private firms in the dominant economic sector of South Bayshore.

URBAN DESIGN

There is enough developable land among and within built-up portions of South Bayshore for new growth to have a major impact on its overall aesthetic character. The primary design challenge is to locate and shape new growth to accentuate the positive characteristics inherent in the topography, history, and existing use activities of the district. See Figure 15.

DISTINCTIVE CHARACTERISTICS OF SOUTH BAYSHORE

India Basin/Hunters Point Hill

The steep incline of the northern side of Hunters Point Hill provides a dramatic visual image of the separation between the heavy/maritime industrial uses of India Basin and the residential neighborhoods of Hunters Point.

Innes Avenue along the northern base of the hill has a low building scale and interesting mixture of single-family residential, commercial, and light industrial activities in an intimate pedestrian setting. New retail and eating and drinking uses would help foster commingling among these various uses.

Roadways combing the intricate texture of the hill reveal a dense residential style population, where blocks of older multi-family housing projects are linked to blocks of newer suburban-style housing, with sudden dramatic views of the bay at various points.

The open space at the top of Hunters Point Hill Park offer sweeping views of the industrial side of the bay - Hunters Point Shipyard, the shipyards of Oakland and Alameda - views linked to the industrial-oriented character one experiences in South Bayshore at pedestrian level.

South Basin, East of Third Street

The eastern edge of South Basin along the Candlestick Point State Recreation Area provides an interesting mixture of light industrial, institutional and residential uses with level topography and convenient pedestrian access.

Cottages and small church buildings scattered among the small manufacturing, warehousing, and other industrial uses of South Basin convey a sense of the 'early industrial city' when there was a healthy tolerance for and commingling among these diverse uses.

Candlestick Point State Recreation Area

The state park provides direct public access to the southeast shoreline of San Francisco Bay with a major wetlands area to be developed at the Yosemite Canal.

The park provides a naturalistic upland and wetland environment along the shore of the Bay that offers respite and seclusion.

Strong gusty winds along the shoreline during most days tend to encourage individualized activities, such as walking, fishing, and wind-surfing.

Bayview Hill

Perceptions from the heavily wooded glade at the top of the hill interweave a sense of closure and seclusion with dramatic open-ended views of the entire South Bayshore area, Downtown, and the bay.

Existing residential neighborhoods reveal an interesting mixture of small cottages and single family flats over a garage, many perched in intimate niches created by the uneven topography of the hill.

The evenly terraced eastern side of the hill above Executive Park contrasts with uneven texture of the northern side where sudden drops in elevation reach flat table-like formations.

Silver Terrace

Uniformly developed older residential blocks consisting of one story flats over garages with stucco exteriors, are reminiscent of those in the Sunset, Richmond and Excelsior districts.

The Bayview Farm agricultural area provides an open vista from the solid residential blocks and a transition to the light industrial uses in South Basin, west of Third Street.

Third Street

Third Street has an intimate pedestrian character, with a warm sunny climate on most days. This character is understated because of the overconcentration of unhealthy uses and automobile orientation that presently characterize the street.

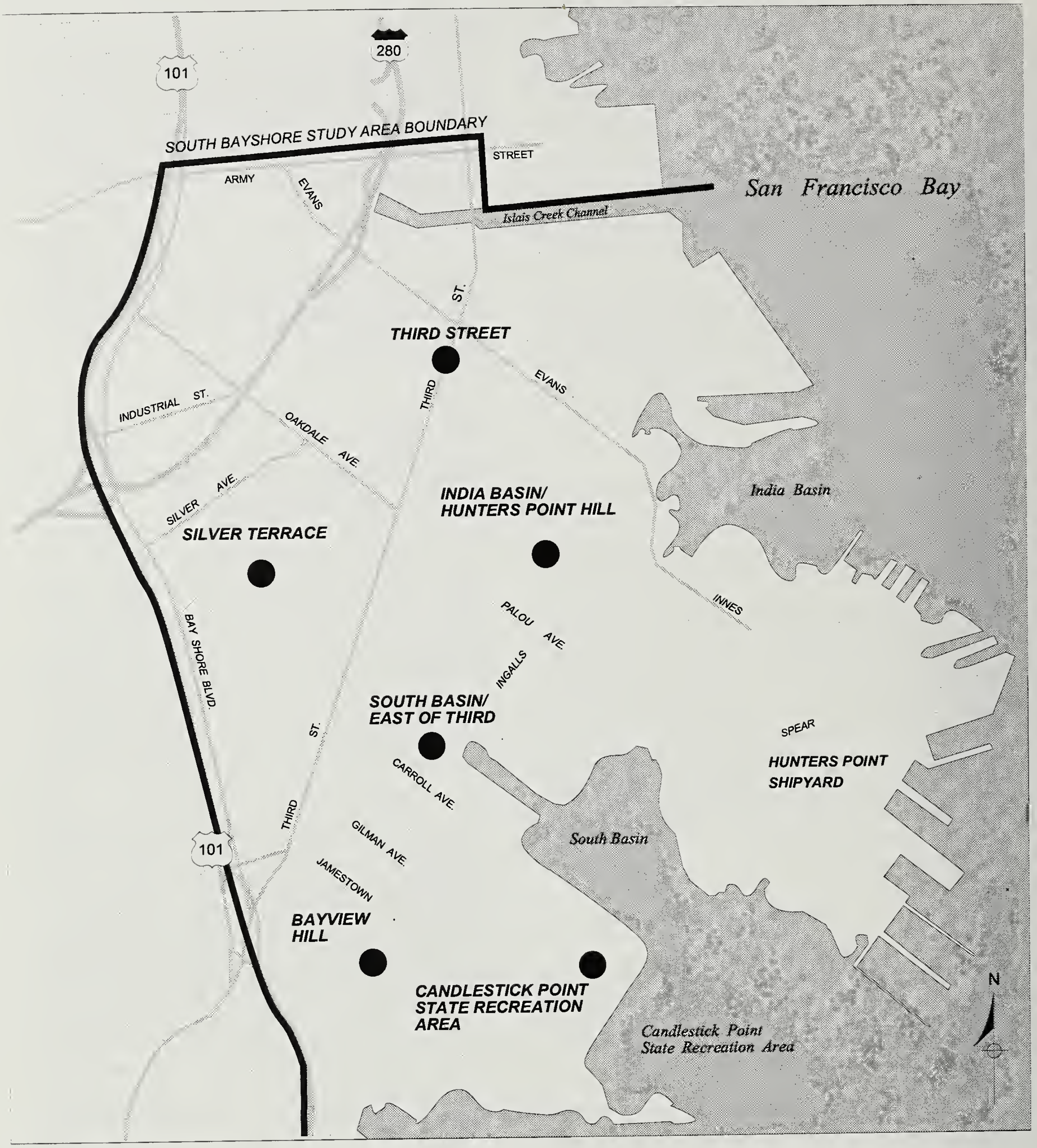
The Bayview Opera House is uniquely situated to serve as a major activity center which preserves the working class heritage and brings together the diverse social and cultural elements that make up today's community.

OBJECTIVE 10

ENHANCE SOUTH BAYSHORE'S DISTINCTIVE AND POSITIVE FEATURES.

South Bayshore has many positive features: a varied topography, a shoreline, a warm and sunny climate, a small pedestrian-oriented building scale, and at times a certain charm to its unkempt character. The problem is that many of its positive features become overwhelmed by such things as unattractive building features, intrusive truck and automobile traffic and 'blank' spaces of vacant land that lack definition.

To a large extent, many of the community economic development problems will have to be resolved before the positive features of South Bayshore as an urban district can become fully expressed. For example, Third Street provides the initial and primary visual impression of the district to most outsiders traveling through it. The bars on shop windows and doors, the boarded-up storefronts, and the general scene on many blocks give an uninviting impression. It will be difficult to correct this negative visual impression until healthier economic uses are brought to the street. The underlying problem is economic. However, once a certain threshold is reached in solving the economic problems, urban design becomes very important. The scale of buildings, their relationship to each other and the street and sidewalks, the placement of street furniture, and other factors relating to the treatment and organization of space become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SOUTH BAYSHORE STUDY AREA BOUNDARY
STREET
San Francisco Bay
ARMY
EVANS
Islais Creek Channel
ST.
THIRD STREET
EVANS
THIRD
INDUSTRIAL ST.
OAKDALE AVE.
INDIA BASIN/
HUNTERS POINT HILL
India Basin
SILVER AVE.
SILVER TERRACE
INNES
PALOU AVE.
INGALLS
BAY SHORE BLVD.
SOUTH BASIN/
EAST OF THIRD
ST.
SPEAR
HUNTERS POINT
SHIPYARD
CARROLL AVE.
THIRD
South Basin
101
GILMAN AVE.
JAMESTOWN
BAYVIEW
HILL
N
CANDLESTICK POINT
STATE RECREATION
AREA
Candlestick Point
State Recreation Area

Figure 15

SOUTH BAYSHORE DISTINCTIVE AREAS

important for giving the street an inviting appearance and sustaining marketability and growth over the long run.

POLICY 10.1

Better define South Bayshore's open space areas by building up the areas around them.

South Bayshore has a unique assortment of public open space, including Bay View Hill Park, Hilltop Plaza, Adam Rogers Park, Youngblood Coleman Playground, Bayview Playground, the Candlestick Point State Recreation Area, and the Bayview Farm. Yet some of these areas do not stand out visually, and some are not fully accessible to the community, due in part that some of them, such as Bay View Hill and Candlestick Point State Recreation Area, are not fully improved as public open space areas and the surrounding privately owned property around them is not adequately built up. Construction of more housing and development of more intense pedestrian-oriented activity around their edges would help to accent their existence as open space areas, and promote their use.

POLICY 10.2

Improve the visual quality and strengthen the pedestrian orientation of the Third Street core area.

Third Street between McKinnon Avenue and Thomas and Thornton Avenues is proposed as the primary commercial and activity center for South Bayshore. Although Third Street is a major vehicular thoroughfare, the building scale is pedestrian-oriented. This orientation should be strengthened in concert with efforts to bring healthier economic uses and more people on the street to shop. Particular attention should be given to making the space around the historic Opera House more attractive and secure for leisure shopping and for cultural and social events. Development of the two small triangular blocks in this section of Third Street can play a useful role in this regard. See also Objective 2 in the Land Use section and Objective 7 in the Commerce section.

POLICY 10.3

Recognize, protect, and enhance cultural resources of aboriginal populations as integral imprint on land use structure of South Bayshore.

Archeological evidence indicates that prior to European settlement, South Bayshore, like many other parts of San Francisco was the home of aboriginal Native American groups for thousands of years. Doubtless, many remains of the settlements of these groups remain buried in the area. The South Bayshore Plan recognizes the significance of this deep cultural heritage, and accordingly views the entire geographical area covered by the Plan as having potential archeological significance. Under this view, archeological investigation and plan remediation are encouraged for any substantial proposed physical development with the potential to encounter buried archeological resources within the boundaries of South Bayshore. Such investigation and remediation plans shall occur prior to the issuance of a building permit for the affected development.

This policy is responsive to the claim of the Muwekma tribal government to the extent permitted by state and federal law. Both the Board of Supervisors and Human Rights Commission have approved resolutions supporting the claim of the Muwekma tribal government as aboriginal descendants of South Bayshore and other parts of San Francisco. This policy recognizes these resolution and encourages participation by the Muwekma tribal government in the archeological investigation and remediation activities under state and federal law.

OBJECTIVE 11

IMPROVE DEFINITION OF THE OVERALL URBAN PATTERN OF SOUTH BAYSHORE

POLICY 11.1

Recognize and enhance the distinctive features of South Bayshore as an interlocking system of diverse neighborhoods.

The major land uses in South Bayshore tend to be distributed in bands that stretch across the width of the district. The northernmost band is given over to heavy industrial and commercial uses. The central band consists of the heart of the residential community, commonly known as Bayview-Hunters Point. It is followed by South Basin, a light industrial area that has an intimate relationship to the residential neighborhoods along its edges. Below South Basin is Bayview Hill, the southernmost residential neighborhood in the district, as well as Candlestick Park Stadium and Executive Park.

South Bayshore is sometimes thought of as a semi-rural area; yet it is a built-up urban area with a rich variety of land uses. Hunters Point has been noted for its heavy concentration of public housing; yet it contains a variety of residential neighborhoods and housing types. Historically, there have been serious land use conflicts between industry and housing in South Bayshore. Today significant conflicts remain, but there is a strong potential through sensitive urban design for industry, housing, commerce and open space to function together as a coherent whole. Efforts to revitalize South Bayshore should be accompanied by efforts to encourage greater recognition and definition of the diverse uses that make up the subareas of South Bayshore and of the interrelationship among these subareas which give a unique character to the district as a whole.

POLICY 11.2

Increase awareness and use of the pedestrian/bicycle trail system that links subareas in South Bayshore with the rest of the City.

The pedestrian bicycle trail system is shown on Figure 18. The large land area and hilly topography of South Bayshore can make it difficult to cover by walking. Bicycling is a convenient alternative. Information about the plan should be made more available to the residents of the South Bayshore. There may be an opportunity to extend the plan through the South Bayshore, using abandoned rail lines.

RECREATION AND OPEN SPACE

OBJECTIVE 12

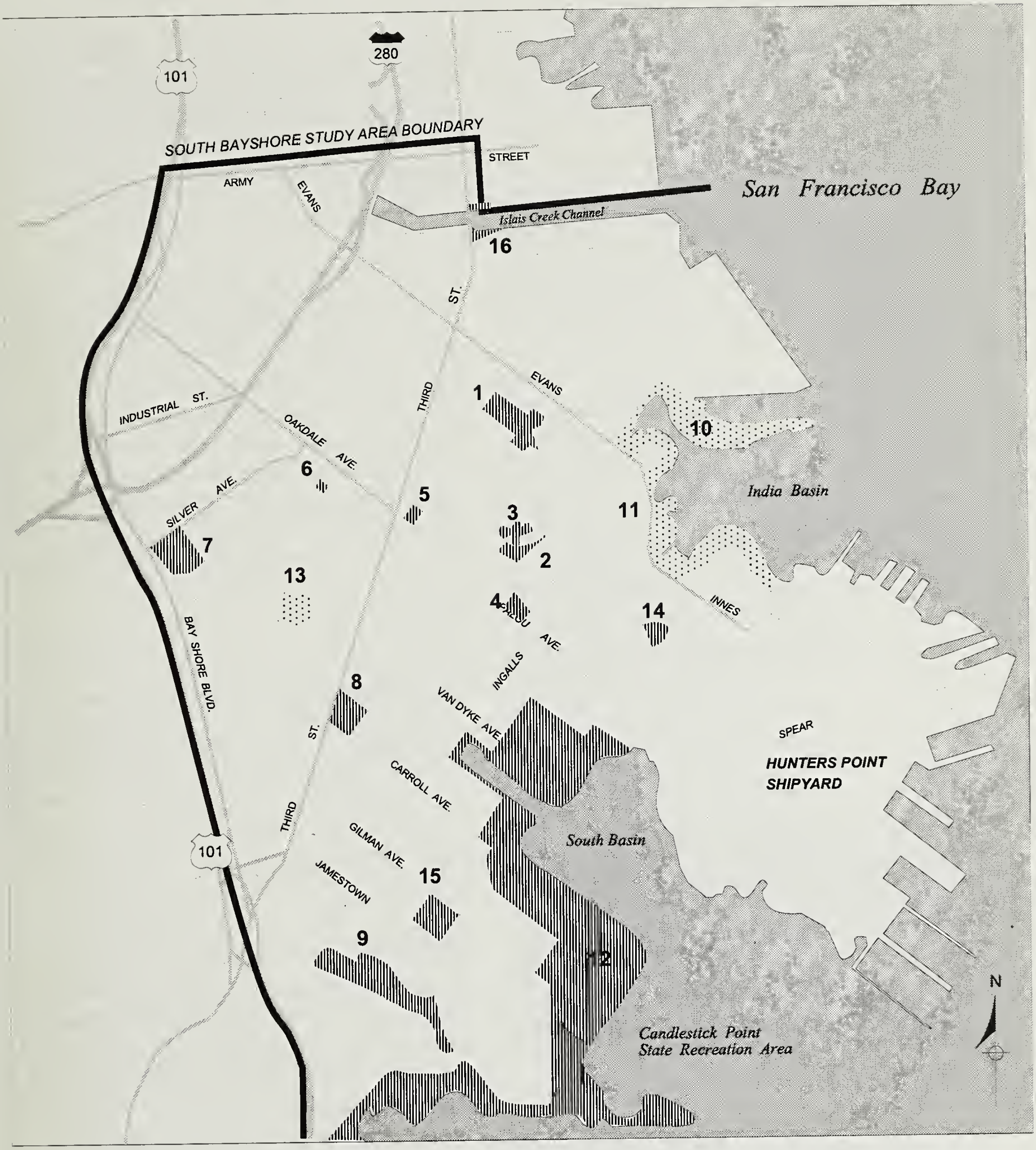
PROVIDE AND MAINTAIN ADEQUATELY LOCATED, WELL DESIGNED, FULLY EQUIPPED RECREATION FACILITIES AND ENCOURAGE THEIR USE.

South Bayshore is more than adequately endowed with recreation and open space facilities in terms of gross acreage. When the Candlestick Point State Recreation is counted among its overall facilities, the amount of park land per 1,000 population comes out to approximately 10.36 acres, about twice the City average of 5.5 acres per 1,000 population. Primary issues deal with: limited resident utilization of some facilities; the lack of improvements at some facilities; lack of accessibility due to geographic distance or topography; need for sensitive design of small scale open spaces in more dense areas to enhance aesthetic quality of district, and imbalance in some cases between specific recreational facilities or programs offered and the interest of the surrounding community in these facilities or programs; and the costs of adequately maintaining facilities. See Figure 16 for open space and park locations.

POLICY 12.1

Make better use of existing facilities.

The South Bayshore is served by a number of City parks and recreation facilities, including Youngblood Coleman Playground, Hilltop Park, Adam Rogers Park, Lee Recreation Center, Milton Meyer Recreation Center, Bayview Playground, Gilman Playground and King Pool. A new public shoreline park will be created along India Basin. In addition to City facilities, the 155 acre Candlestick Point State Recreation Area extends along the eastern shoreline from the San Mateo County line north along the Bay to Hunters Point Naval Shipyard. The list of facilities includes hilltop parks with great views of the City and Bay region, shoreline parks, and neighborhood parks with specialized recreation facilities and programs.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SOUTH BAYSHORE STUDY AREA BOUNDARY
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ARMY
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San Francisco Bay
Islais Creek Channel
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OAKDALE AVE.
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India Basin
SILVER AVE.
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PALOU AVE.
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INNES
BAY SHORE BLVD.
INGALLS
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VAN DYKE AVE.
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SPEAR
HUNTERS POINT SHIPYARD
CARROLL AVE.
THIRD
101
GILMAN AVE.
South Basin
JAMESTOWN
15
9
12
N
Candlestick Point State Recreation Area

Figure 16

PARKS AND OPEN SPACE LOCATIONS

▥ *Existing Parks and Open Space*

▒ *Proposed Parks and Open Space*

1. *Youngblood Coleman*
2. *Hilltop Park*
3. *Ridgetop Plaza*
4. *Adam Rogers*
5. *Lee Recreation Center*
6. *Palou/Phelps Mini Park*
7. *Silver Terrace Playground*
8. *Bayview Playground*
9. *Bayview Park*
10. *Pier 98*
11. *India Basin Public Shoreline*
12. *Candlestick Pt. State Rec. Area*
13. *Historic Farm Site*
14. *Milton Meyers Rec. Center (Hunters Point Rec. Center)*
15. *Gilman Playground*
16. *Islais Creek Public Access (Port)*

Many of these varied parks, open spaces, and recreational facilities are underused by the neighborhood residents. In some cases this is due to limited access, such as at Bayview Hill Park, in other cases, it may be due to an imbalance between specific recreational facilities and the interest of the surrounding community in these facilities; a need for increased recreation programming and staffing; better facility maintenance; or a lack of resident information about available programs. All these issues should be addressed.

In each case, community residents and Recreation and Park Department recreation staff should be discussing these issues and identifying mechanisms to increase resident utilization of the recreation and park facilities. The Recreation and Park Department holds public hearings annually to receive public input on what recreational activities neighborhood residents want offered at their local parks and recreational facilities. In addition to the annual meetings, staff at neighborhood facilities meet with community residents to talk about facility programming and other neighborhood concerns. The Recreation and Park Department should consider whether their community outreach efforts should be increased to achieve broader community consensus about needs, interests, goals and improvements. It should also discuss with community the importance of small-scale passive open space in improving the urban design of the district.

POLICY 12.2

Maximize joint use of recreation and education facilities.

In addition to City and State Recreation and Park facilities, a number of other recreation facilities and programs are located in South Bayshore. Opportunities for community use of these facilities should be increased and/or improved.

Some of these facilities include public schools. In the South Bayshore district, after school recreation programs are offered at Bret Harte School, Sir Francis Drake School, Joseph Lee Recreation Center, Youngblood Coleman Playground, and Milton Meyer Recreation Center. The Recreation and Park Department and the community should monitor community utilization of available after school sites, and determine whether site additions are required, and whether any other program changes would result in better utilization of the available facilities.

There are also great opportunities for community use of the Candlestick Point State Recreation Area. The City and South Bayshore community should continue to work with the State Department of Parks and Recreation to implement the master plan for Candlestick Point State Recreation Area. Provision of better public transit to the State Park from the South Bayshore, and from the City as a whole would also help to increase use of this significant recreational resource.

POLICY 12.3

Renovate and expand South Bayshore parks and recreation facilities, as needed.

South Bayshore Parks and recreation facilities need regular maintenance and periodic renovation in order to attract and accommodate continued and increasing neighborhood use. South Bayshore should receive its fair share of funds for this purpose.

OBJECTIVE 13

PROVIDE CONTINUOUS PUBLIC OPEN SPACE ALONG THE SHORELINE OF SOUTH BAYSHORE UNLESS PUBLIC ACCESS CLEARLY CONFLICTS WITH MARITIME USES OR OTHER NON-OPEN SPACE USES REQUIRING A WATERFRONT LOCATION.

The Recreation and Open Space Element of the Master Plan contains specific policies for open space development along the shoreline of the Bay. The general policies and the policies for location within South Bayshore are as follows (See Figure 16 for Open Space locations):

POLICY 13.1

Assure that new development adjacent to the shoreline capitalizes on the unique waterfront location by improving visual and physical access to the water in conformance with urban design policies.

POLICY 13.2

Maintain and improve the quality of existing shoreline open space.

POLICY 13.3

Complete the San Francisco Bay Trail around the perimeter of the City which links open space areas along the shoreline and provides for maximum waterfront access. (See Figure 13)

POLICY 13.4

Provide new public open spaces along the shoreline -- at Islais Creek, Pier 98, India Basin, Hunters Point Shipyard, and Candlestick Point/South Basin.

The Friends of Islais Creek is a voluntary organization formed over five years ago to restore the Creek and its immediate shoreline as nearly as possible to its natural state prior to modern human development and make it accessible for human recreational use. Through voluntary work efforts, such as clean-up and replanting activities, supported by a modest amount of State funding, the Friends have already taken major steps toward this goal. They are working with affected local and regional agencies to prepare and implement a master plan for restoration. This Plan fully endorses and sanctions this effort. A restored Islais Creek would provide a major visual and recreational focal point for entry into South Bayshore from the Downtown area.

Pier 98 is a narrow eleven acre spit of land extending about 2,400 feet into the Bay at India Basin and consists primarily of fill placed there for a new bridge, the Southern Crossing, that was once proposed for the site. It supports a significant seasonal shorebird and wildlife population, marshes and tidal mudflats.

The Candlestick Point State Recreation Area extends from the County line north to Shafter Avenue along the Bay shoreline. The State's master plan calls for enhancement of wildlife habitat and development of water-oriented uses, and other active and passive recreational uses. The marsh is to be restored near the mudflats at the north end of the park to form a natural wetland. Native trees, shrubs, and ground cover are to be planted in upland areas throughout the park to recreate the indigenous vegetation of the Bay region. The plan calls for construction of an interpretive center to promote environmental education. The plan also calls for creation of an island off-shore to provide a resting place for migratory birds. Another passive recreation area is planned for the southeast end of the park at 'Sunrise Point'. This plan calls for construction of hiking trails throughout the park.

Jogging trails will link up with an exercise concourse. A separate network of bicycle trails will connect the various activity centers of the park, and skirt the Bay shoreline. The plan also calls for development of a community garden center, picnic areas, a campground with facilities for overnight group camping, fishing piers, swimming beaches, and a community cultural and recreation center. The water oriented uses proposed in the Master Plan for the State Park include a marina complex with space for a ferry landing and concessions and slips for permanent as well as daytime boat tie-ups. The marina would also include a lagoon for sailboats and other non-powered craft as well as a restaurant and snack bar.

COMMUNITY FACILITIES AND SERVICES

Background

Overall South Bayshore has an adequate physical supply of multi-purpose community facilities. The primary issues which should be addressed relate to: providing adequate physical maintenance for these facilities in light of shrinking local funding; maintaining an effective level and quality of program services in the face of federal and state funding cutbacks; increasing utilization of existing facilities, particularly the Opera House, the Southeast Community College Center and the old Wells Fargo Bank building which is now serving as a community center; and shaping the overall coordination of program service delivery to have maximum impact on social needs in the Bayview Hunters Point community.

A comprehensive survey of community problems by the Bayview Hunters Point Roundtable, a coalition of service providers, found the Bayview Hunters Point community to be facing "spiraling problems relating to poverty, teen pregnancy, unemployment, substance abuse, single parent families, and students dropping out of high school." The survey, entitled "Directions to the Future, Issues and Strategies for Change in the Bayview Hunters Point Community, (1987) identified four major issues to be addressed to deal with these "spiraling problems":

1) The quality of life and lifestyle must be improved;

2) Essential goods and services must be affordable to residents of the area;

3) Problems of youth in the community must be addressed in a context which preserves, promotes, and rebuilds the sense of family characteristic of the neighborhood's past.

4) Political, economic, and cultural power and authority must be built which is native to and representative of the community.

Many of these issues are addressed in various policies of the proposed Plan. For example, the Housing section proposes specific objectives and policies relating to maintaining and enhancing the existing family character of residential areas in South Bayshore and to targeting affordable housing for existing Bayview Hunters Point residents. The Industry section proposes specific objectives and policies on improving job training, employment and business opportunities for the Bayview Hunters Point community.

Since the Master Plan deals primarily with physical and economic aspects of development, it does not cover specific issues relating to the delivery of social programs and services. Nevertheless, the social problems and needs in South Bayshore are of such a nature and scale that they must be addressed as a part of an overall strategy for revitalization. A strategy for physical and economic revitalization of South Bayshore will not be successful if it does not also address social concerns.

There are over 300 agencies and persons providing services to the Bayview Hunters Point community in the areas of: Child Abuse, Child Care, Spiritual Life, Community Advocacy, Education, Emergency Services/Family Support, Employment, Housing, Legal, Mental Health/Medical Facilities, Meeting Facilities, Recreation Services and Substance Abuse.

The Directions to the Future report provides a framework for assessing programs affecting the Bayview Hunters Point community according to four issue/goal areas: Quality of Life and Lifestyle; Affordability; Problems of Youth; Political, Economic, and Cultural Power. The framework is broad enough to include all types of physical, social, and economic programs and can therefore provide a basis for assuring that social program efforts in Bayview Hunters Point are effectively integrated with physical and economic efforts. This assurance would occur through a tracking plan that monitors each program, documents and assesses performance, and establishes priorities. Task forces on each issue/goal area would be used to implement the tracking plan, and community-wide meetings would be held to provide information of its progress.

OBJECTIVE 14

ASSURE ADEQUATE NUMBERS, TYPES, AND LOCATIONS OF COMMUNITY FACILITIES AND SERVICES TO MEET NEEDS OF LOCAL COMMUNITY.

Since Bayview Hunters Point already has an ample supply of general purpose community facilities the primary need is to provide adequate maintenance for those that already exist. Also the educational-related facilities, such as the Southeast Community College, appear to be under used by local residents, especially young people. In light of the urgent need to improve skill levels among residents, there should be a concentrated effort to increase local use of educational-related facilities.

POLICY 14.1

Assure adequate maintenance programming and resident utilization of existing multi-purpose community facilities.

POLICY 14.2

Expand outreach efforts to increase residents participation in local educational programs.

POLICY 14.3

Carry out a comprehensive system for tracking, monitoring, and setting priorities among the many social programs serving the Bayview Hunters Point community, giving special attention to the needs and concerns of young people.

OBJECTIVE 15

COMBINE SOCIAL REVITALIZATION WITH PHYSICAL AND ECONOMIC REVITALIZATION EFFORTS.

There is an increasing need for physical facilities for more specialized community services, particularly child care centers and senior housing related facilities. Although South Bayshore has one of the highest female-headed household and child populations in the city, it had only two subsidized child care centers. As large scale new development occurs it will be important to also require provision of child care facilities as a part of the development. The need for even more specialized services has come with the increase in babies born into addiction due to drug usage by their mothers during pregnancy. The effort to stimulate construction of more senior housing in the district should include measures to assure that the housing is properly designed to meet the social and health needs of the residents on a project specific basis.

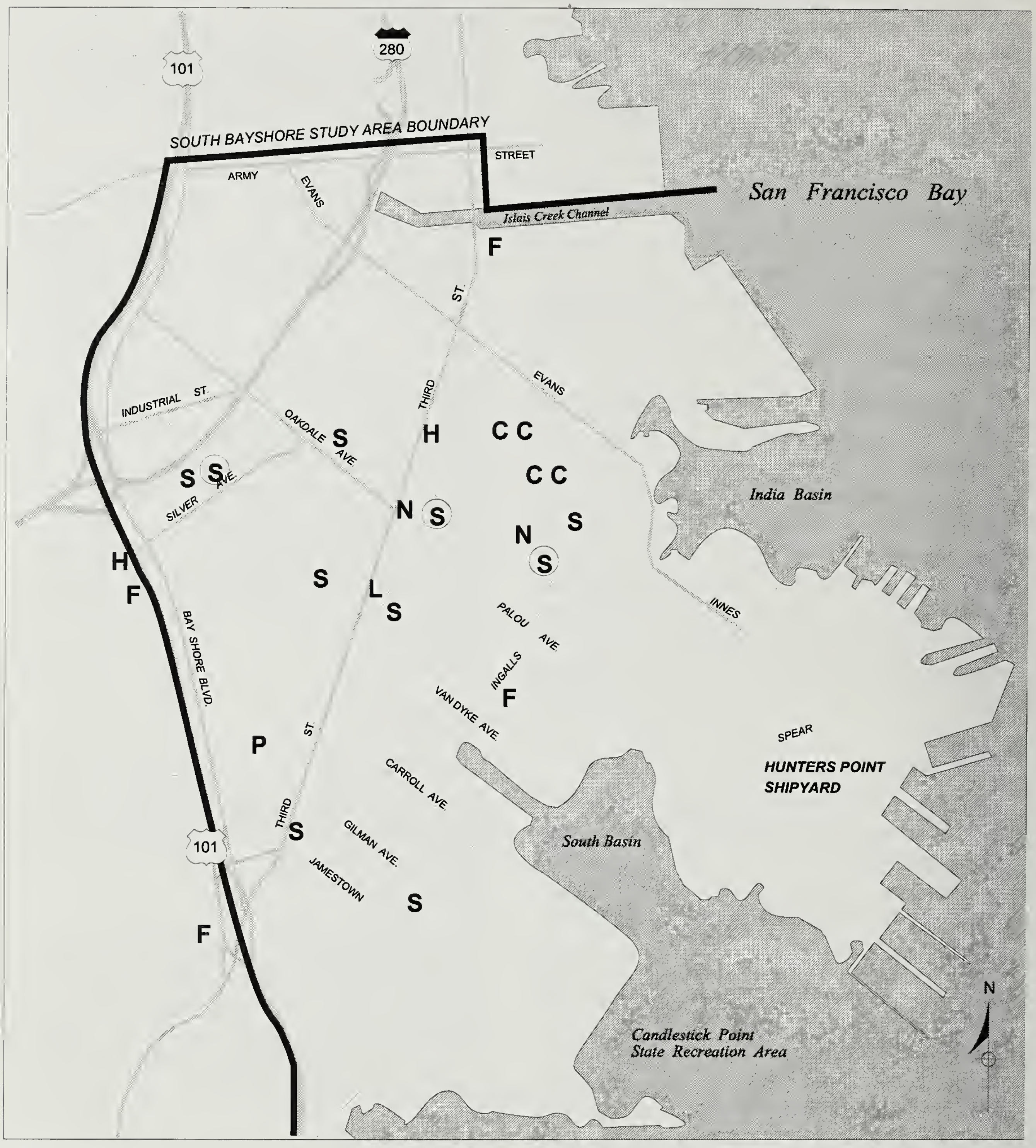
POLICY 15.1

Increase funding for and achieve closer coordination between health, social, and educational programs, particularly those relating to drug abuse and teenage pregnancies.

There us a need for subsidized day care centers in South Bayshore, especially those providing specialized services, such as care for children born into drug addiction. Developers of forty or more dwelling units should be encouraged to provide physical facilities for a child care center.

POLICY 15.2

Shape new housing growth to include adequate provision of physical facilities for social and health needs of senior citizens.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SOUTH BAYSHORE STUDY AREA BOUNDARY
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JAMESTOWN
South Basin
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Candlestick Point State Recreation Area

Figure 17

COMMUNITY FACILITIES, PUBLIC HEALTH AND SAFETY LOCATIONS

S	*Opened School*	*H*	*Public Health Center*
Ⓢ	*Closed School*	*CC*	*Childcare Center*
P	*Proposed Site for Police Station*	*N*	*Neighborhood Center*
F	*Fire Station*	*L*	*Library*

POLICY 15.3

Make maximum use of indigenous community resources to increase civic pride and support physical and economic revitalization.

South Bayshore also has important indigenous community resources. According to the Bayview Hunters Point Roundtable, there are close to one hundred churches in the district, perhaps more per capita than any other district in the city. These and numerous other community institutions have considerable influence in shaping community opinion. They can help to provide valuable services, especially to families, and mobilize voluntary community efforts for civic pride and revitalization.

POLICY 15.4

Centralize location for district-wide community information, outreach and meeting activities.

As the centrally located hub for the commercial revitalization of Third Street, the Opera House is ideally suited to serve as the central place for district-wide community activities in South Bayshore. The community based organization occupying the old Wells Fargo Building is also well suited for this purpose. The existing staff and physical facilities of these organizations are already available to and utilized by a wide variety of Bayview Hunters Point organizations and individuals for a variety of purposes. With minimal enhancement to existing resources, they can centralize the community information network needed for physical, social, and economic revitalization of the Bayview Hunters Point community.

PUBLIC SAFETY

OBJECTIVE 16

PROVIDE ADEQUATE, EFFICIENT AND PROPERLY LOCATED POLICE, FIRE AND HEALTH SERVICES.

POLICY 16.1

Support development of a new police station in South Bayshore.

The new district police station proposed for Williams Avenue at Newhall Avenue in South Bayshore would provides a more central location for police services in the southeast section of the city. The new station would also reflect improved standards and technological advances in the area of police operations.

POLICY 16.2

Support maintenance of five existing fire stations located within or near South Bayshore.

South Bayshore covers a large land area, approximately six square miles. The five fire stations currently serving the district are essential to assuring that all areas-residential, commercial, industrial — receive prompt and effective fire services. The continued existence and maintenance of these fire stations should be supported.

The Fire Department is installing new lines for a "high pressure" water pressure system to be used exclusively that will significantly improve fire fighting capacity in the district.

POLICY 16.3

Support improved health services that are more relevant to social-oriented health problems in South Bayshore.

South Bayshore is adequately served by general purpose health facilities. However, thee is an urgent need for specialized health programs that directly relate to pressing social problems, such as drug abuse and teen-age pregnancies. Problems related to drug rehabilitation are especially acute. There are few programs available for lower income drug abusers seeking long-term treatment frequently necessary for recuperation. Many of these problems are related to a decline in federal and state funding. A concentrated effort is needed to develop specialized health programs that are directly relevant to these pressing social problems.

ENERGY

The principal energy-related objectives are to promote the efficient use of energy resources in South Bayshore to encourage economic development, and support the achievement of other community goals through the improved management of energy resources.

Background

In San Francisco, annual energy expenditures currently average $650 million. Since San Francisco imports almost all of its energy supplies, a major portion of the $650 million leaves San Francisco, constituting an enormous drain on the local economy. Energy conservation and the use of local renewable energy technologies can help retain dollars in the community and can contribute to increased demand for local goods and services and the creation of new local job opportunities.

Over the past fifteen years, the United States has become a net importer of energy. Increased U.S. dependency on imported fossil fuels has made our country increasingly vulnerable to external events, posing a threat to our economy and national security. Following the 1975 oil crisis, federal, state and local energy conservation programs were instituted. As a result, during the period when the U.S. economy grew by thirty-three percent, energy consumption actually shrank by two percent. But these figures only begin to show the potential. In spite of our improved energy efficiency, the United States is still in the bottom fifth of all nations in terms of energy use per dollar of gross national product.

The City's goals for energy efficiency are expressed in the Environmental Protection Element of the Master Plan as: (1) to increase the efficiency with which energy is used locally; (2) to diversify the present balance of resource supplies to meet local energy needs; (3) to foster the economic development of energy management services and renewable energy systems; and (4) to encourage the active participation of members of the community in carrying out this program.

The City's concern is to decrease the drain of capital from the local economy in the form of energy purchases from outside the city, and to significantly reduce personal and business energy costs. In addition, energy conservation can contribute to the long term affordability of both housing and business uses, and to the attractiveness of the community as a place for living and working.

OBJECTIVE 17

SUPPORT COMMUNITY ECONOMIC DEVELOPMENT AND REVITALIZATION THROUGH ENERGY MANAGEMENT AND ALTERNATIVE ENERGY TECHNOLOGIES.

POLICY 17.1

Promote the South Bayshore as an area for implementing energy conservation and alternative energy supply initiatives.

Energy efficiency can serve as an important economic development tool in South Bayshore. Specifically, appropriate energy policies can: lower the costs of living and doing business in South Bayshore and mitigate the effects of variations in energy supply and cost; contribute to local business development and revitalization (efficient use of all resources, not just capital and labor, can make a difference in a business's bottom line profits); minimize operating costs of new housing and commercial developments through energy efficient design; upgrade existing public facilities by implementing energy saving programs and capital improvements, thereby expanding the power of tax dollars and improving the comfort and aesthetics of facilities.

Energy efficiency policies can also provide job development opportunities to meet community needs. Conservation and renewable energy technologies are labor-intensive in nature, offering opportunities for addressing job training and employment needs.

Community talents, resources and businesses can be brought together in a coordinated effort to both establish new job opportunities and train workers in skills that will help bring about community energy savings.

POLICY 17.2

Strengthen linkages between district energy planning efforts and overall community development goals and objectives.

Every attempt should be made to integrate energy planning with other community goals and revitalization efforts. The ideal time to address energy use in existing buildings, for example, is during major rehabilitation.

OBJECTIVE 18

REDUCE THE OUTFLOW OF DOLLARS FROM THE COMMUNITY DUE TO EXPENDITURES ON ENERGY THROUGH THE IMPROVED ENERGY MANAGEMENT OF TRANSPORTATION, HOUSING, COMMERCE AND INDUSTRY, AND COMMUNITY FACILITIES.

POLICY 18.1

Encourage land use patterns which will reduce transportation needs and encourage methods of transportation which will use less energy.

Transportation activities represent about a quarter of the energy use and costs in San Francisco. It appears that the South Bayshore community has above average potential for reducing transportation energy use. At present residents shop and drive outside of the local area more than residents in other parts of the City because of the lower density character of South Bayshore. However, as population density increases with more residential and economic growth, there is likely to be an increased need and demand for public transit services. If more residents are encouraged to use public transit services, this would reduce auto use and in turn the economic, environmental, and health costs associated with such use.

The energy used to move people and goods in a community is determined in part by patterns of development. The spatial relationships of individual buildings and entire neighborhoods-their density and the degree to which different kinds of uses are integrated-determine in part how far and by what means people travel. Land use organization can provide for more efficient use of energy by promoting more compact development, and by locating new developments close to a variety of services and facilities. Such land use practices result in reduced dependency on the automobile and increased efficiency of mass transit systems.

POLICY 18.2

Enhance the energy efficiency of housing in South Bayshore.

The residential sector consumes nearly one fourth of the electricity and approximately two-thirds of the natural gas used in San Francisco. Natural gas is used primarily for space and water heating while electricity is used for lighting and appliances. Approximately eighty percent of the housing in South Bayshore consists of single family homes compared to thirty four percent city wide. Single family homes are much more energy consuming than multifamily homes, thus also having a greater potential for energy savings. Furthermore, single family homes and multifamily homes in South Bayshore consume more gas and electricity per unit than homes found in any other area of San Francisco. Approximately sixty percent of the homes in South Bayshore were built prior to 1949 and ninety percent prior to the adoption of the California building energy standards. There is usually a direct correlation between residential building age and poor energy efficiency since the buildings were built when energy prices were low and few energy saving measures were included. In South Bayshore residential natural gas usage represents significant energy savings potential. Cost-effective weatherization measures and more efficient operation of space and water heating can contribute to lower energy costs.

Residents in South Bayshore should have much interest and incentive for achieving energy savings through home energy saving improvements. There is a much higher percentage of home owners in South Bayshore than in the city as a whole, and residents show a marked degree of stability. A large percentage of residents who do rent pay their own utility bills. Residents at South Bayshore would benefit from energy efficient rehabilitation in several ways. Energy measures would bring improved cash flow, improved building conditions, increased comfort, stabilized rents and improved resale values of homes.

Energy efficient design and construction techniques in new housing will contribute to the long term affordability of housing through lowered energy costs. Energy efficient design measures, in addition, can add amenities such as greatly increased comfort or increased daylight. Lower utility costs and the associated amenities from these design measures can also serve as a marketing tool attracting residents to new housing developments.

POLICY 18.3

Promote effective energy management practices in new and existing commercial and industrial facilities to increase energy efficiency and maintain the economic viability of businesses.

In San Francisco, the commercial and industrial sectors spend approximately two hundred and fifty million dollars a year for electricity and one hundred and thirty-two million dollars a year for natural gas in San Francisco. Energy conservation in the commercial and industrial sectors is important at South Bayshore because of the large number of businesses located there. South Bayshore is one of San Francisco's most important locations for industrial activity. Industrial use in South Bayshore includes 139 manufacturing establishments with over one million square feet of building area. The commercial sector, with more than seven and a half million square feet of building area, consists of 454 warehouse and distribution establishments, 167 retail establishments, 152 service establishments and 67 office establishments.

In the commercial and industrial sectors, electricity is used for lighting, air conditioning, office equipment and industrial operations such as welding, while natural gas is used for space and water heating, food storage/preparation and metal fabrication. The greatest energy savings can be achieved through improved design, management and maintenance of lighting, heating, ventilation and air conditioning (HVAC) systems. An effective conservation program will save businesses substantial amounts of money that can then be reinvested in the local economy.

Energy costs can represent a significant portion of expenses for businesses. Low energy costs are especially critical to the profitability of energy sensitive businesses. In cities experiencing an exodus of business from the city, high energy costs are frequently cited as a major factor. In South Bayshore, reduced energy costs can be used as a tool for retaining existing businesses and attracting new businesses. Furthermore, energy efficiency is also relevant to building owners by enhancing the marketability of buildings to potential tenants and owners. Efficient buildings have better long-term property values, tend to be more attractive, especially to institutional owners, and are often more comfortable.

POLICY 18.4

Encourage energy conservation and resource management in community facilities and operations in South Bayshore.

There is a relatively large concentration of community facilities in South Bayshore including schools, libraries, child care and community centers, fire stations, recreation and park facilities and the sewage water treatment plant. Improving the energy efficiency of these facilities could result in more tax dollars being directed towards delivery of community services. Energy saving programs will also improve the environmental conditions and physical appearance of facilities.

The City also has a residential recycling program under development. Presently, the City recycles twenty five percent of its waste. In an effort to extend the life of our landfill and reduce costly transportation of waste to the landfill, the City has adopted a recycling goal (as stated in the 1983 County Solid Waste Management Plan) of thirty five percent by 1996. Recycling of paper, glass and metals should be encouraged in South Bayshore in appropriate locations that do not contribute to land use conflicts and environmental problems. The recycling services and convenience found in other parts of the City should also exist in the South Bayshore community. Recycling saves energy and water, reduces air and water pollution, and conserves other precious resources.

SUBAREA PLAN FOR SAN FRANCISCO EXECUTIVE PARK

OBJECTIVE 19

TO CREATE, AS A "GATEWAY TO THE CITY", A BALANCED URBAN DEVELOPMENT WHERE OFFICE, RETAIL SPACE AND A HOTEL ARE INTEGRATED WITH A CENTRAL PLAZA, PROMENADES, AND OPEN SPACE, WITH A NEW RESIDENTIAL COMMUNITY TO THE EAST.

The policies below shall apply to development of the Executive Park subarea. The Land Use Plan for the 71 acre Executive Park subarea appears in Figure 18. The Circulation Plans (Automobile Access, Automobile Egress and Internal Automobile Circulation) appear in Figures 19 and 20 and the Urban Form (height and bulk) Plan appears in Figure 21.

POLICY 19.1: OFFICES

Develop a maximum of 1,700,000 square feet of office space. Locate all new office space, excluding office buildings OB-1, OB-2, OB-3, and OB-4 as shown on Figure 18, north of Executive Park Boulevard in buildings which range in height from 4 stories to 15 stories, becoming taller the closer they are to the center. The massing of the structures, stepping up and back from the street incrementally, should reflect the form of the hillside to the north and reinforce the urban character of the project. Each building should extend out to the edge of the street incorporating an arcade which covers the sidewalk.

POLICY 19.2: TOWN CENTER

Develop a Town Center which is centrally located between existing and new development at the intersection of the pedestrian arcade which connects all office buildings north of Executive Park Boulevard and the pedestrian promenade which links the office/retail buildings with the hotel and surrounding offices south of the boulevard. At the base of the tallest office buildings, develop a plaza surrounded by retail arcades as a gathering place for the Executive Park community as well as the surrounding communities.

POLICY 19.3: HOTEL

Develop a hotel/meeting building with approximately 350 rooms primarily to serve office uses in the area. Locate the hotel directly south of the pedestrian promenade to create a counterpoint on axis with Town Center. Provide garage space for the hotel and the displaced surface parking under the hotel. Provide access to the hotel off Executive Park Boulevard to the north, via a pedestrian promenade and a formal vehicular access of the intersection of Alana Way and Harney Way.

POLICY 19.4: RETAIL USES

Provide approximately 45,000 square feet of retail space integrated with the office uses and situated primarily around the Town Center. Orient retail uses to serve office workers and residents of the area as well as those of surrounding communities. Provide additional retail space within the hotel. Allow a restaurant south of Alana Way.

POLICY 19.5: RESIDENTIAL COMMUNITY

Develop approximately six hundred units of housing (a considerable number should be two bedrooms) on the eastern portion of the site in two- to eight-story structures over one- to two-level parking podiums. Construct the housing following the form of the hillside contours. Include children's play area(s) and if feasible, some convenience retail shopping.

POLICY 19.6: OPEN SPACE

Develop approximately twenty-six acres of the subarea as a hillside park and develop hillside trails as pedestrian links to the park from the Town Center, Bayview Hill Park and Candlestick Point State Recreation Area. At various locations and elevations construct a series of scenic vistas which allow people to rest, picnic, and enjoy the view of the bay.

Create a variety of landscaped zones on the hillside. The area adjacent to the freeway should be densely planted with trees and shrubs. Trees should be used to screen the parking structure as well as provide an appropriately scaled backdrop to the office buildings. The northern-most zone adjacent to Bayview Hill Park should be planted with trees and shrubs which are similar to those already growing within it, visually integrating both sides of the hill. The central portion of the hill should be planted with smaller shrubs and cascading plant materials which will cover the hillside with low growing vegetation, thereby softening the quarried texture of the exposed rock.

Limit overall building coverage in the development area (excluding the area designated OS in Map 6) to 50% and in the entire site 35%. Landscape the open area not used for streets and parking areas with ornamental plantings and coordinated flowering ground covers to provide a continuous series of related open spaces and to create a unified visual environment.

POLICY 19.7: TRANSPORTATION MANAGEMENT PROGRAM

Develop and implement a comprehensive transportation management program (TMP) in cooperation with the City, transit operators, ridesharing agencies and other agencies or organizations, to reach a long-term goal that at least seventy (70) percent of subarea employees will commute by transit, ridesharing, or some mode alternative to single-occupant vehicle.

Provide continuing on-site transportation brokerage services over the life of the project for subarea employees, residents and visitors, to coordinate a phased program of reduced trip-making by single-occupant vehicle for both commute and non-commute travel.

POLICY 19.8: PARKING

Limit the total number of commuter parking spaces to an amount proportionate to the long-term goal that at least 70 (seventy) percent of subarea employees will commute by transit, ridesharing, or some mode alternative to single-occupant vehicle. The amount of commuter parking to be provided at each phase of additional development shall be determined based on specific modal split goals for the cumulative number of employees projected to be employed at the subarea by the end of each development phase. Modal split goals shall include progressive reduction at each phase of total employees driving in single-occupant vehicles, from the current (1985) 81 percent to no more than 30 percent at office buildout. The amount of office visitor parking shall be determined at each development phase. The total of commute and visitor parking spaces for office uses shall not exceed 1 space per 500 square feet of net rentable floor area.

Allow approximately 1.8 parking spaces per unit for residential uses. Parking for retail, and restaurant patrons and visitors shall be provided at no more than two spaces per 1,000 square feet of net rentable floor area, and shall be reviewed at each development phase, based on demonstrated and projected need for parking to accommodate trips from outside the subarea. The amount of parking to be provided for hotel use will be determined at the project approval phase based on projected need for such parking, and shall not exceed one space per guest room.

Develop parking facilities to adequately serve the uses in all commercial buildings, with preferential rideshare and short-term visitor/patron parking provided closest to building entrances, design commercial parking structure to blend visually with the hillside, and soften visual impact of parking facilities by landscaping terraced levels with trees and cascading shrubs.

POLICY 19.9: TRANSIT

Provide continuing shuttle service throughout the day between the subarea, downtown and other regional transportation terminals as a supplement to public transit service, with sufficiently short headways to encourage their use and reduce dependency on autos for both commute and non-commute transportation needs. Such shuttle service shall be evaluated every three years to determine if patronage and market are sufficient to support public transit service for both commute and non-commute needs at the same levels of service.

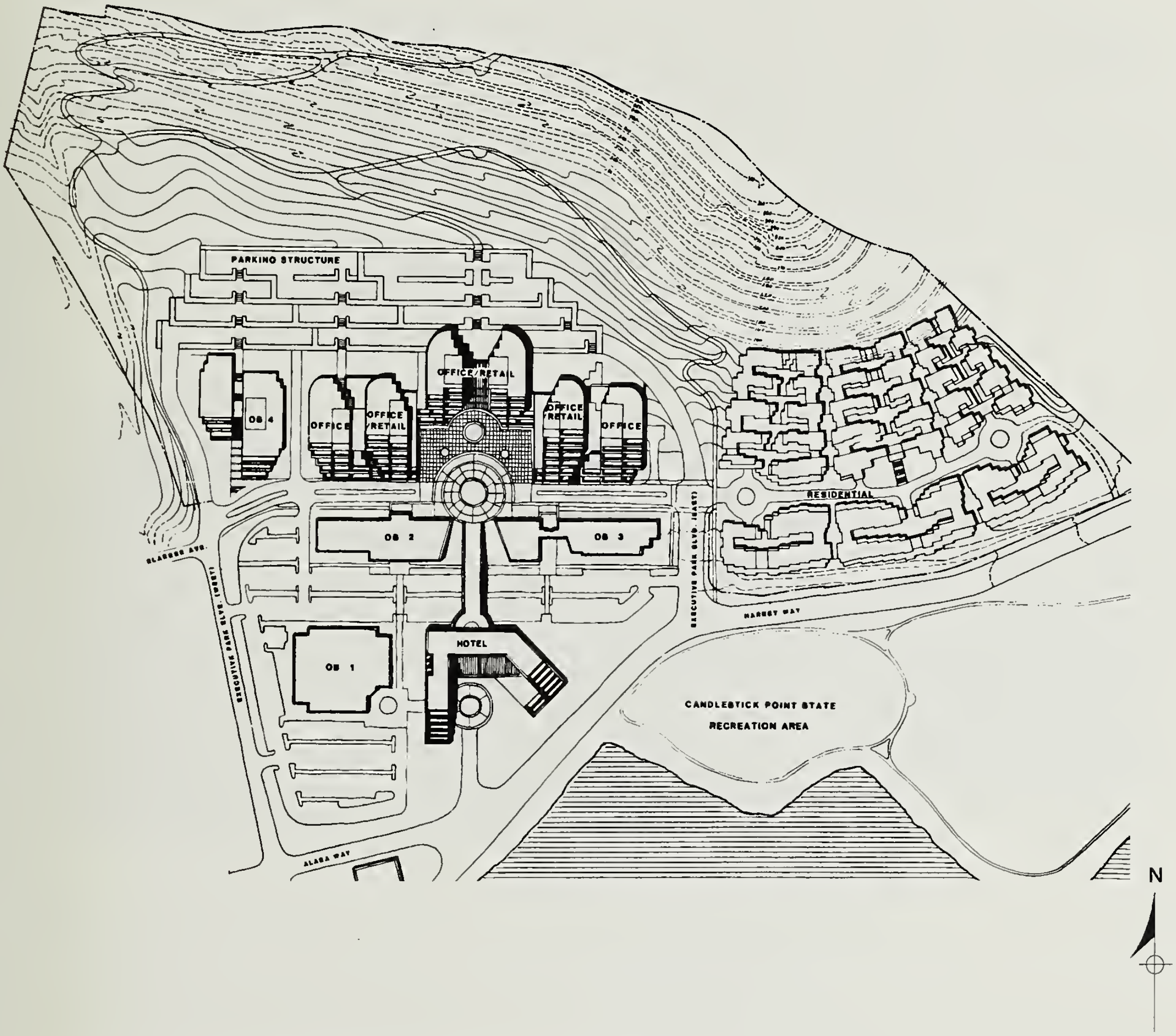

PARKING STRUCTURE
OB 4
OFFICE
OFFICE /RETAIL
OFFICE/RETAIL
OFFICE /RETAIL
OFFICE
OB 2
OB 3
GLASGOW AVE.
EXECUTIVE PARK BLVD. (WEST)
EXECUTIVE PARK BLVD. (EAST)
RESIDENTIAL
HARNEY WAY
HOTEL
OB 1
ALANA WAY
CANDLESTICK POINT STATE
RECREATION AREA
N

Figure 18

SAN FRANCISCO EXECUTIVE PARK

LAND USE PLAN

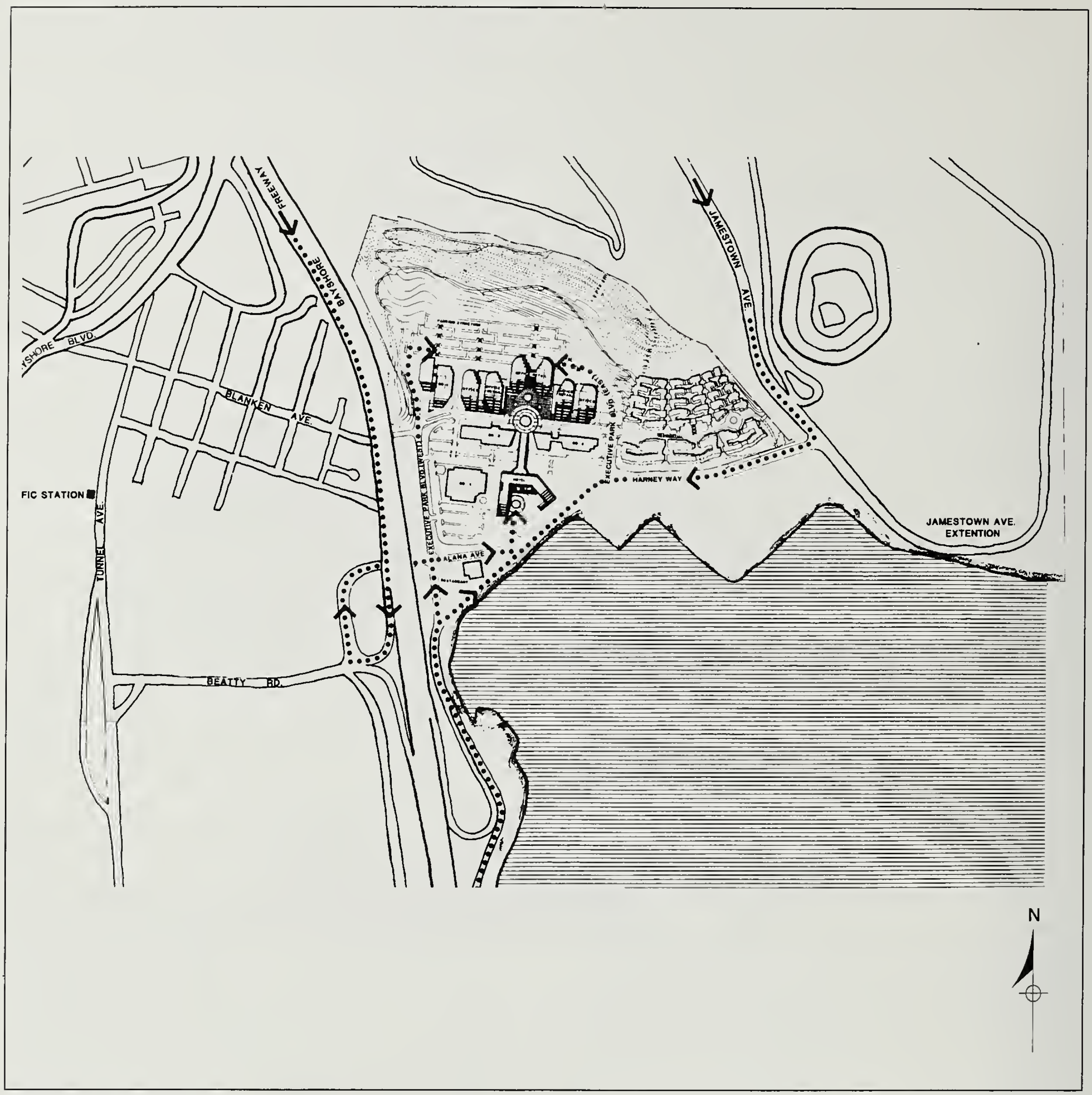

FREEWAY
BAYSHORE
YSHORE BLVD.
BLANKEN AVE.
FIC STATION
TUNNEL AVE.
BEATTY RD.
EXECUTIVE PARK BLVD (WEST)
EXECUTIVE PARK BLVD (EAST)
ALANA AVE
RESTAURANT
HOTEL
HARNEY WAY
JAMESTOWN AVE.
JAMESTOWN AVE. EXTENTION
N

Figure 19
SAN FRANCISCO EXECUTIVE PARK
AUTO ACCESS

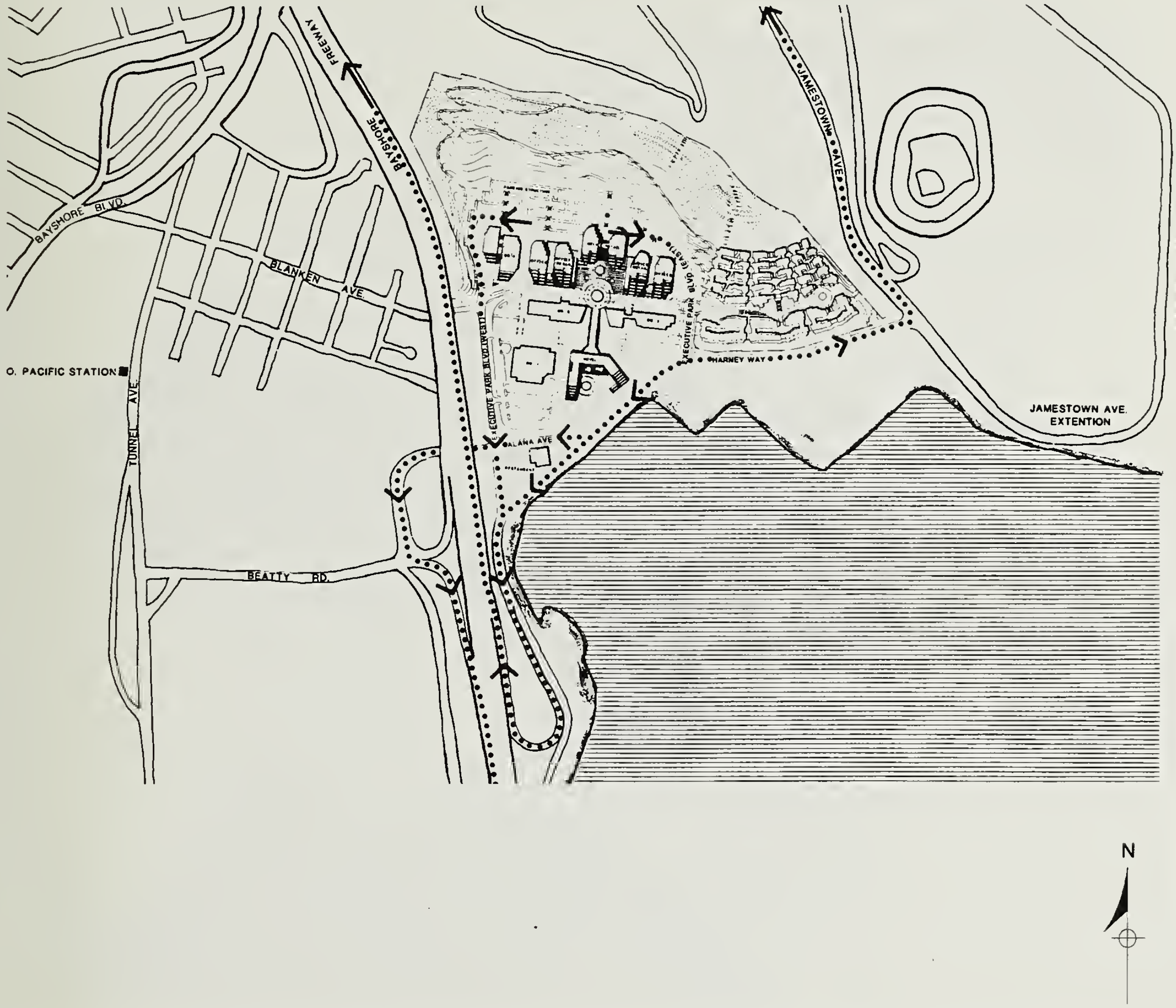

BAYSHORE FREEWAY
BAYSHORE BLVD.
BLANKEN AVE
O. PACIFIC STATION
TUNNEL AVE
BEATTY RD.
EXECUTIVE PARK BLVD (WEST)
EXECUTIVE PARK BLVD (EAST)
ALANA AVE
HARNEY WAY
JAMESTOWN AVE
JAMESTOWN AVE. EXTENTION
N

Figure 20

SAN FRANCISCO EXECUTIVE PARK

AUTO EGRESS

The San Francisco Master Plan

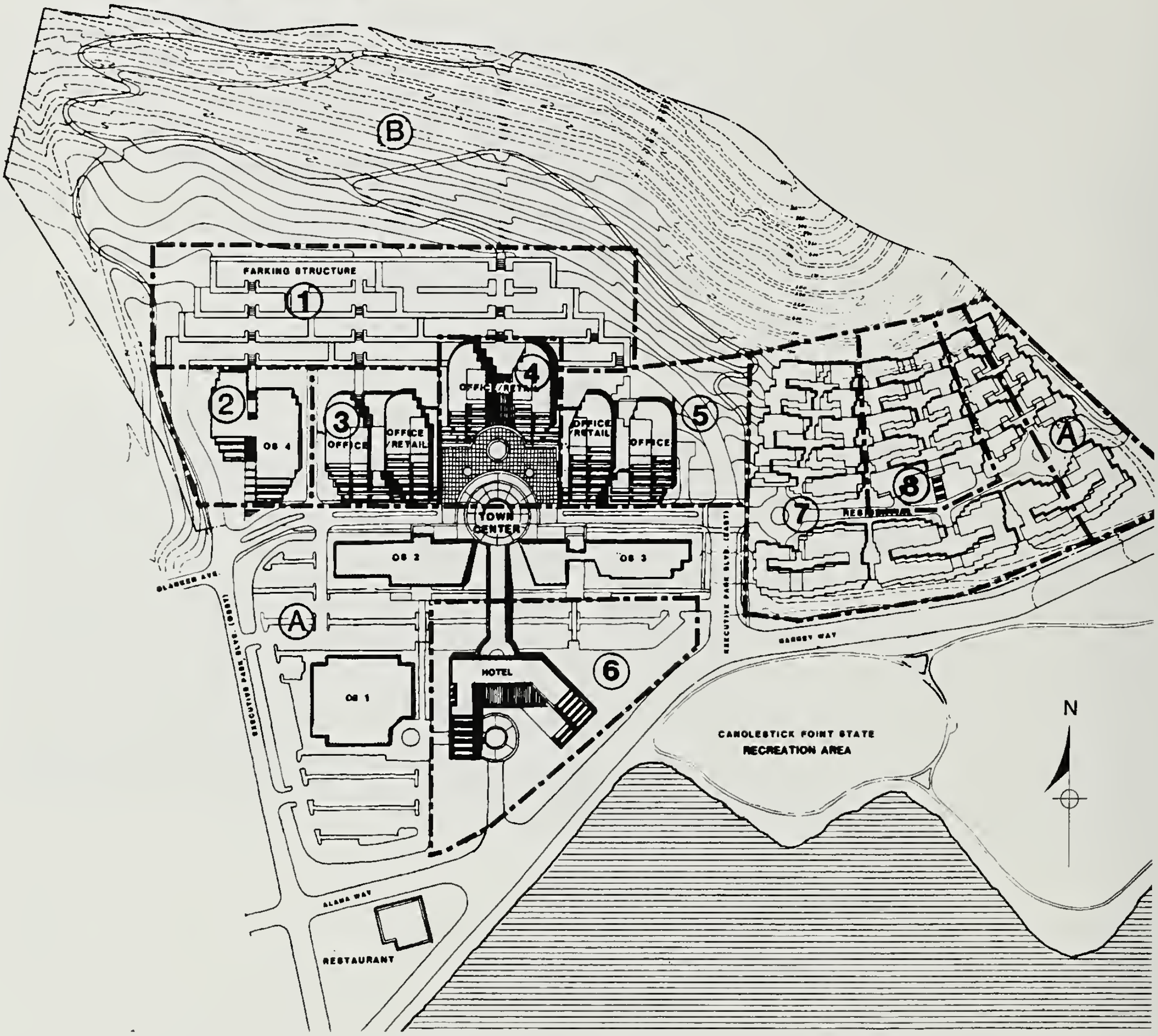

B
PARKING STRUCTURE
1
2
OS 4
3
OFFICE
OFFICE /RETAIL
4
OFFICE /RETAIL
OFFICE /RETAIL
OFFICE
5
TOWN CENTER
OS 2
OS 3
A
OS 1
HOTEL
6
7
8
RESIDENTIAL
A
BLANKEN AVE.
EXECUTIVE PARK BLVD. (WEST)
EXECUTIVE PARK BLVD. (EAST)
HARNEY WAY
CANDLESTICK POINT STATE
RECREATION AREA
N
ALANA WAY
RESTAURANT

Figure 21

SAN FRANCISCO EXECUTIVE PARK: URBAN FORM PLAN

ZONE	HEIGHT	BULK
1	40*	X
2	100	G
3	140	H
4	200	I
5	165	I
6	80	X
7	60	X
8	80	X
A	40	X
B	OS	

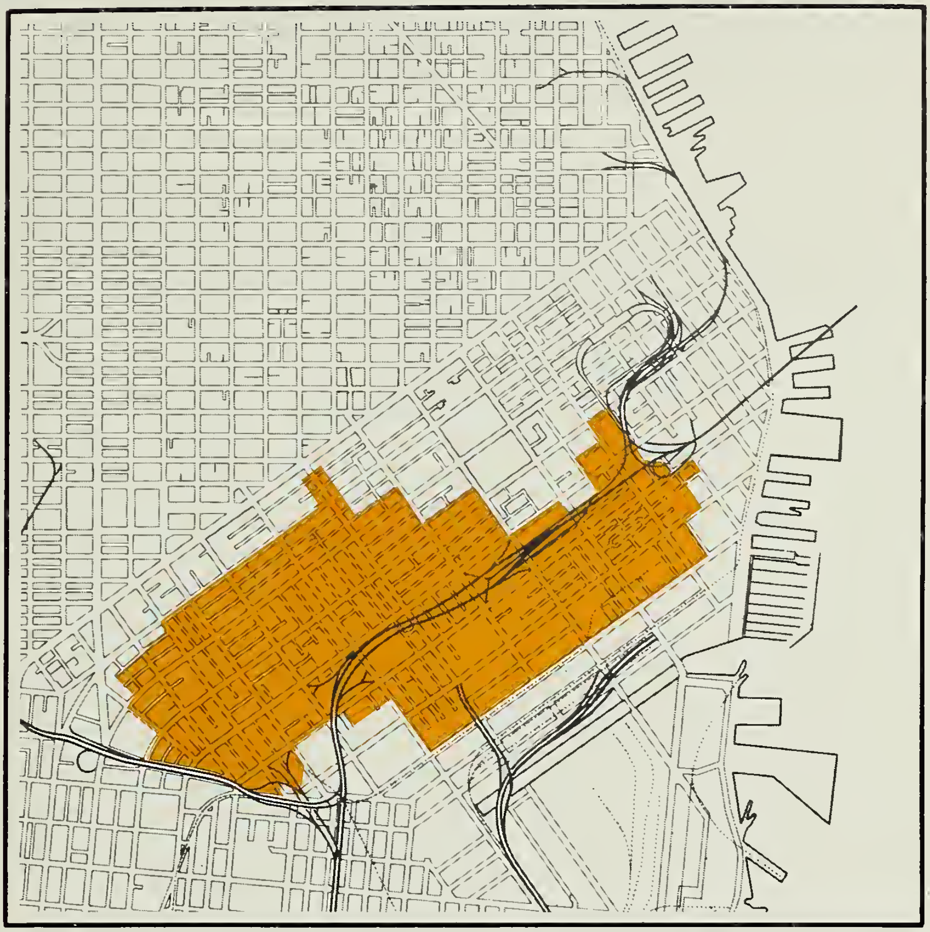
BULK LIMITS

Symbol	Height Above Which Maximum Dimensions Apply	Maximum Building Length	Maximum Diagonal Dimension
G	80	170	200
H	100	170	200
I	150	170	200
X	Bulk Limits Not Applicable		

*40 ft. height of Parking Structure is measured from street level at Executive Park Blvd. North (el.36) and is approximately 40 ft above existing grade.

SOUTH OF MARKET

SOUTH OF MARKET



AN AREA PLAN OF THE MASTER PLAN OF
THE CITY AND COUNTY OF SAN FRANCISCO

SOUTH OF MARKET

AN AREA PLAN OF THE MASTER PLAN OF
THE CITY AND COUNTY OF SAN FRANCISCO

DEPARTMENT OF CITY PLANNING

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SOUTH OF MARKET

INTRODUCTION

The South of Market Area Plan contains goals, objectives and policies for the conservation and development of the South of Market area of San Francisco. The Plan is accompanied, in a separate document, by proposed permanent zoning controls (Planning Code amendments) which would set forth the rules for new development. The Plan and implementing Planning Code amendments would guide, well into the next century, the location, intensity and character of new and expanded business and residential activity, the buildings which house those activities, and the public facilities and resources provided within the area covered in the Plan. In addition to recommending development policies and zoning rules, the Plan recommends measures to be undertaken by other city agencies which would improve the physical environment and general neighborhood livability of the South of Market (SOM).

The South of Market Area Plan is the result of a comprehensive and thorough analysis of the physical, social, cultural and economic conditions and forces within the SOM. The study identified both existing community characteristics, problems and amenities as well as the types of development pressures and market forces that may affect the SOM over the next 20 years. The Plan area encompasses about 350 acres representing 50 percent of the total South of Market land area (see Map 1). The area outside the Plan study area, yet within the greater South of Market area (e.g. C-3 office district, Yerba Buena Center, Rincon Point, Rincon Hill, South Beach), has undergone previous planning analyses and is subject to land use controls and development scenarios as described in each of their respective subarea plans. This study looked at the SOM in context of those proposed plans as well as within the context of citywide housing and commercial space demand and resources, and existing and anticipated market pressures affecting peripheral neighborhoods such as the North of Market housing, retail and office districts, Mission Bay, Showplace Square, South Van Ness Avenue, and the Port of San Francisco's development proposals.

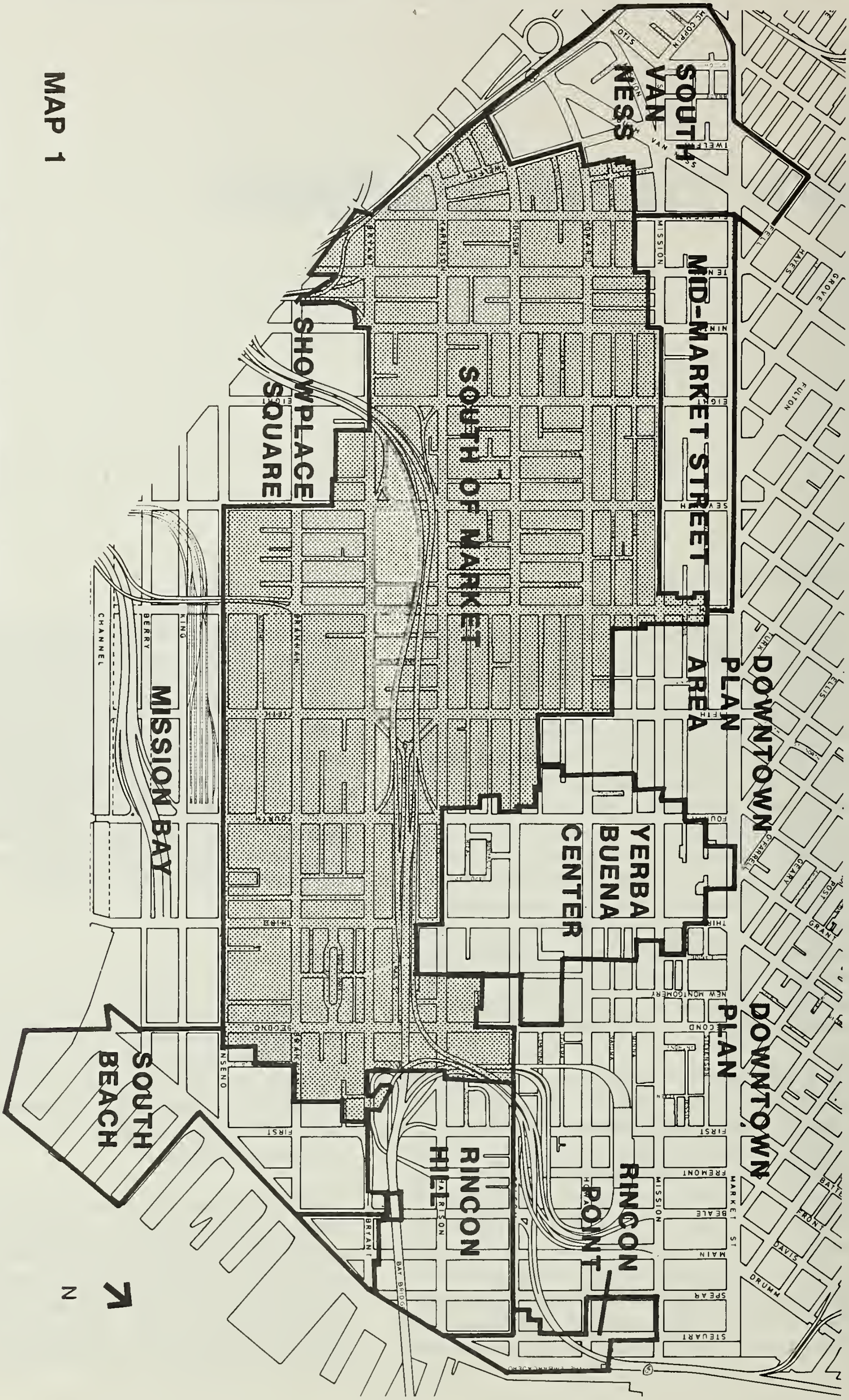
Issues

The South of Market Area Plan recognizes that the SOM functions quite successfully as a healthy, vibrant and stable residential and business community. This is particularly true for the area's low-income residents and location- and rent-sensitive small businesses serving the City's broader resident population and downtown visitor and office industries.

The Plan also recognizes the need to provide a mixture of employment opportunities, especially for San Franciscans, while maintaining and facilitating the expansion of a very important segment of the City's overall economic base — the light industrial, home and business service industries. It is important to protect these business activities, and the types of spaces and transport

MAP 1

SOUTH OF MARKET PLANNING AREAS


SOUTH VAN NESS
MID-MARKET STREET
DOWNTOWN PLAN AREA
SOUTH OF MARKET
SHOWPLACE SQUARE
MISSION BAY
YERBA BUENA CENTER
DOWNTOWN PLAN
RINCON POINT
RINCON HILL
SOUTH BEACH
N
MISSION
MARKET ST
TENTH
NINTH
EIGHTH
SEVENTH
FIFTH
FOURTH
THIRD
NEW MONTGOMERY
SECOND
FIRST
FREMONT
BEALE
MAIN
SPEAR
STEUART
HOWARD
FOLSOM
HARRISON
BRYANT
BRANNAN
KING
BERRY
CHANNEL
TWELFTH
OTIS
FELL
HAYES
GROVE
FULTON
ELLIS
O'FARRELL
GEARY
POST
GRANT
FRONT
DAVIS
DRUMM
BATTERY
BAY BRIDGE

systems they need, in order to maintain the City's economic diversity and to facilitate the kind of entrepreneurial spirit and inventive forces which create new technologies, new services and business opportunities which are essential to the sustained health and vitality of the city and region. The SOM is uniquely qualified to provide this creative environment because of the types of small, attractive and affordable commercial/industrial spaces available in the neighborhood and because of the rich diversity of peoples, cultures, fashion, art and business found within the SOM and the strong sense of community they share. Finally, the Plan recognizes the need to preserve existing housing resources as the primary means of providing low- and moderate-income affordable rental housing units.

GOALS

The primary goals of the South of Market Area Plan are to:

- Protect and facilitate the expansion of industrial, artisan, home and business service, and neighbor hood-serving retail and community service activities.
- Protect existing economic, social and cultural diversity.
- Preserve existing housing and encourage the development of new, affordable housing.
- Preserve existing amenities and improve neighborhood livability for South of Market residents, workers and visitors.

To achieve these goals the Plan proposes policies and recommends implementing actions which would:

- Allow construction of enough new industrial and commercial space to accommodate the anticipated growth and expansion of the City's small scale light industrial, home and business service, and artisan business activities;
- Provide enough space for neighborhood-serving convenience retail and community service activties for residents, workers and visitors;
- Preserve the area's existing sound, and often irreplaceable, affordable housing and industrial building stock;
- Maintain the existing pleasant scale, character and intensity of building form and residential and commercial/industrial activity;
- Encourage, through flexible zoning standards, new affordable housing resources;
- Facilitate the maintenance and strengthening of the rich social, cultural and economic diversity of the area through the preservation of affordable residential and commercial space, and the establishment of broad and flexible mixed use zoning controls; and
- Encourage the improvement of area livability through increased public transit service combined with improved parking management programs; additional open space and recreation resources; increased health and human service facilities for area residents; and improved environmental health maintenance activities such as sidewalk repair and cleaning, trash removal, and rodent eradication programs.

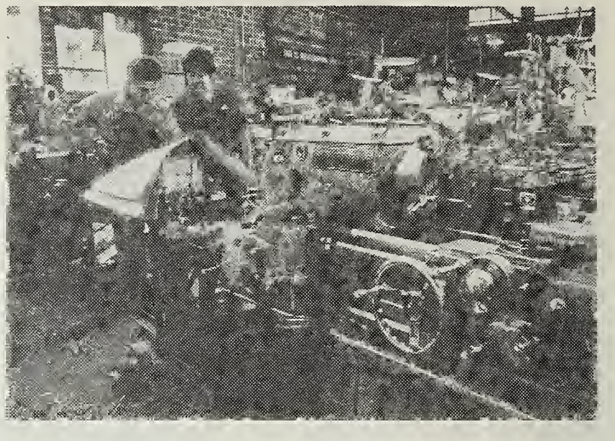
OBJECTIVES AND POLICIES

BUSINESS ACTIVITY

The South of Market has functioned as a service center and a home to the city's service workers since it was first settled in the late 1840's. Despite the many changes, the South of Market continues to function as an important element in maintaining the health and stability of the city's broader economic base and cultural diversity.

There are approximately 2,700 businesses located within the industrially-zoned lands south of Mission Street. Although these businesses are very diverse, many of them do share some similarities. They are generally:

- Small, healthy and expanding businesses with less than twenty employees;
- Artisan, service or light industrial businesses;
- Located in spaces of less than 10,000 sq.ft.;
- "Rent sensitive" (cannot afford much higher rents);
- "Location sensitive" (need to be close to their downtown clients, other ancillary businesses in the SOM, or freeway access);
- Stable, having been in the South of Market for ten or more years; and
- Desirous of staying in the South of Market.



A great many SOM businesses do business with one another — purchasing materials needed to produce their own goods and services, and hiring local businesses to service their own business management, transportation, communication and building and equipment maintenance needs.

In some economic sectors, related businesses concentrate and locate in close proximity to one another. Printers, typographers, photographers, film and camera suppliers, graphic artists, and other similar suppliers tend to locate next to one another. Clothing manufacturers tend to locate next to the cutters, wholesale thread outlets, machine repair shops, apparel designers, and wholesale distributors. Some businesses concentrate for the convenience of the customer — comparison shoppers or patrons who wish to have a choice of facilities within walking distance such as the Ninth Street furniture showrooms, the Folsom Street dance halls, bars and restaurants, the Second and Third Streets clothing outlets, and the Tenth and Eleventh Streets auto repair services.

Many SOM businesses are specialty manufacture or service activities that serve a broader, citywide and regional market. Some primarily serve the downtown tourist and office industries.

Because of the area's proximity to the downtown business center, a number of older SOM businesses have lost their space to new, higher income-generating and rent-paying businesses. These higher rent-paying businesses include architects, ad agencies, lawyers, wholesale distributors without on-site storage of goods, consultants, wholesale showroom businesses, data processors, and other "back office" tenants who are attracted to the SOM environment and to the lower office rents than are found in the downtown high rise district. SOM artists, in particular, have lost a significant amount of loft studio "live/work" space to office conversions.

The competition for space by higher intensity and higher rent-paying uses has endangered the unique fabric and function of parts of the SOM as a convenient, low-cost and reliable service center of business activities which service and maintain the rest of the city's major economic and cultural forces.

In the area south of Folsom Street numerous industrial buildings have been converted to office use. Over time conversions of business service/light industrial space to office activity would be expected to continue unless they are controlled.

OBJECTIVE 1

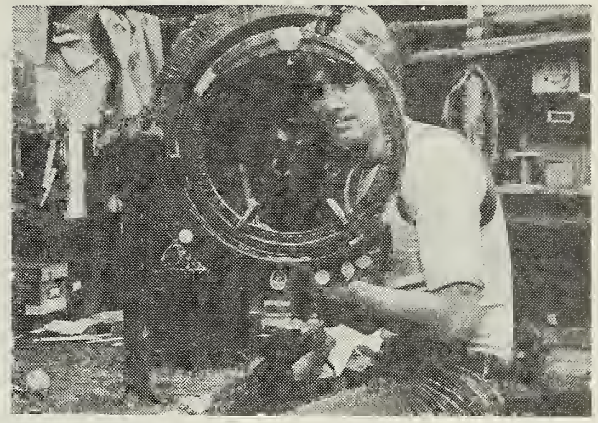
PROTECT EXISTING INDUSTRIAL, ARTISAN, HOME AND BUSINESS SERVICE, AND NEIGHBORHOOD-SERVING RETAIL, PERSONAL SERVICE AND COMMUNITY SERVICE ACTIVITIES FROM DISPLACEMENT AND FACILITATE THEIR EXPANSION.

POLICY 1

Exclude office uses in areas where light industrial/business service space predominates. Restrict the location of new office uses to certain specific and discrete subareas.

Many commercial office activities pay higher rents than can most SOM industrial or service activities. In addition, they attract a clientele and workers that desire and demand very different kind of building spaces, transit services, parking resources, streetscape environments, and retail service activities than are presently found throughout the SOM. As a result, office uses, and the other uses they attract, tend to displace business sevice and industrial activities. Priority Master Plan and Planning Code policies call for protection of the industrial and service sectors from displacement due to commercial office development.

To carry out these policies, office activities should be concentrated in the eastern and part of the southern edges of the SOM where they are currently the predominant land use. Certain office uses - notably the offices of attorneys and bailbondsmen - require location in close proximity to the Hall of Justice. Their space needs are not so great as to result in significant displacement of existing service and industrial use. They should be permitted there.



By restricting the location of commercial office uses in the remainder of the SOM, the existing business service and industrial functions will be protected. Over time, these service/industrial businesses could expand and new such space could be developed on available land.

POLICY 2

Facilitate the preservation of and promote the development of affordable "live/work" loft studio space.

The SOM is home to a large community of performing and visual artists and craftspersons living and working in loft studios in commercial and industrial buildings. In times past North Beach and Northeastern Waterfront industrial areas were home for many of the city's artists. Development pressures have again caught up with the city's live/work artists and SOM rents have become unaffordable to many artists. The live/work artist is the most vulnerable of the SOM commercial tenants principally because the types of small, intimate upper-level loft spaces they require are also the types of spaces which are attractive to higher-rent-paying office tenants. These spaces are not generally used by the area's other industrial, business service and retail businesses, with the exception of garment manufacturers. Artists usually find themselves competing for space with the higher rent-paying office businesses.

In recent years, SOM artists have been reluctantly leaving the city in large numbers, moving to less expensive industrial space in the East Bay.

As artists leave the city, the city loses an important element of its rich cultural and economic diversity. It is worthwhile and important to provide resources and develop land use policies and programs which would facilitate the retention and strengthening of the City's artist community.

The "legalization" of existing live/work units should be encouraged and facilitated and the development of new live/work units promoted by establishing flexible parking, density and open space standards for this use and permitting live/work use throughout the South of Market.

As a means of encouraging the creation of live/work units, live/work units provided within the allowable commercial Floor Area Ratio (FAR) of a commercial, industrial or mixed use building should be considered a commercial, rather than residential, occupancy and should not be subject to the limitation on the conversion of dwelling units to non-residential use should the tenant or landlord wish to convert or revert the live/work space to wholly commercial use. Live/work units should not be permitted in excess of the commercial FAR which is allowed only for housing, except as a conditional use.

POLICY 3

Allow nighttime entertainment activities to locate in areas where such uses are compatible with nearby businesses and other daytime, non-residential uses, and allow expansion of existing nighttime entertainment activities when the expansion would result in improved area livability such as litter patrol, noise reduction and increased parking.

Numerous nighttime entertainment activities such as nightclubs and discotheques have been operating in the SOM for many years, serving primarily small, local clientele. In recent years, most of these clubs have changed ownership and now attract a much larger and noisier crowd. Many patrons do not respect the quiet, safety and cleanliness of the adjacent residential enclaves. Proper management of individual establishments can reduce noise, litter and parking problems and can improve crowd control. Proper location of new clubs can avoid these problems.

New nighttime entertainment activities should be limited to areas with few residential neighbors and should be allowed only as a conditional use so that solutions to potential noise, litter, parking, crowd control and/or other problems can be incorporated into the project design and operating practices of the establishment. Existing clubs should be allowed to expand in residential neighborhoods as a conditional use when such expansion would result in the adherance to "good neighbor" operating procedures by club management designed by the City to improve the livability of the neighborhood.

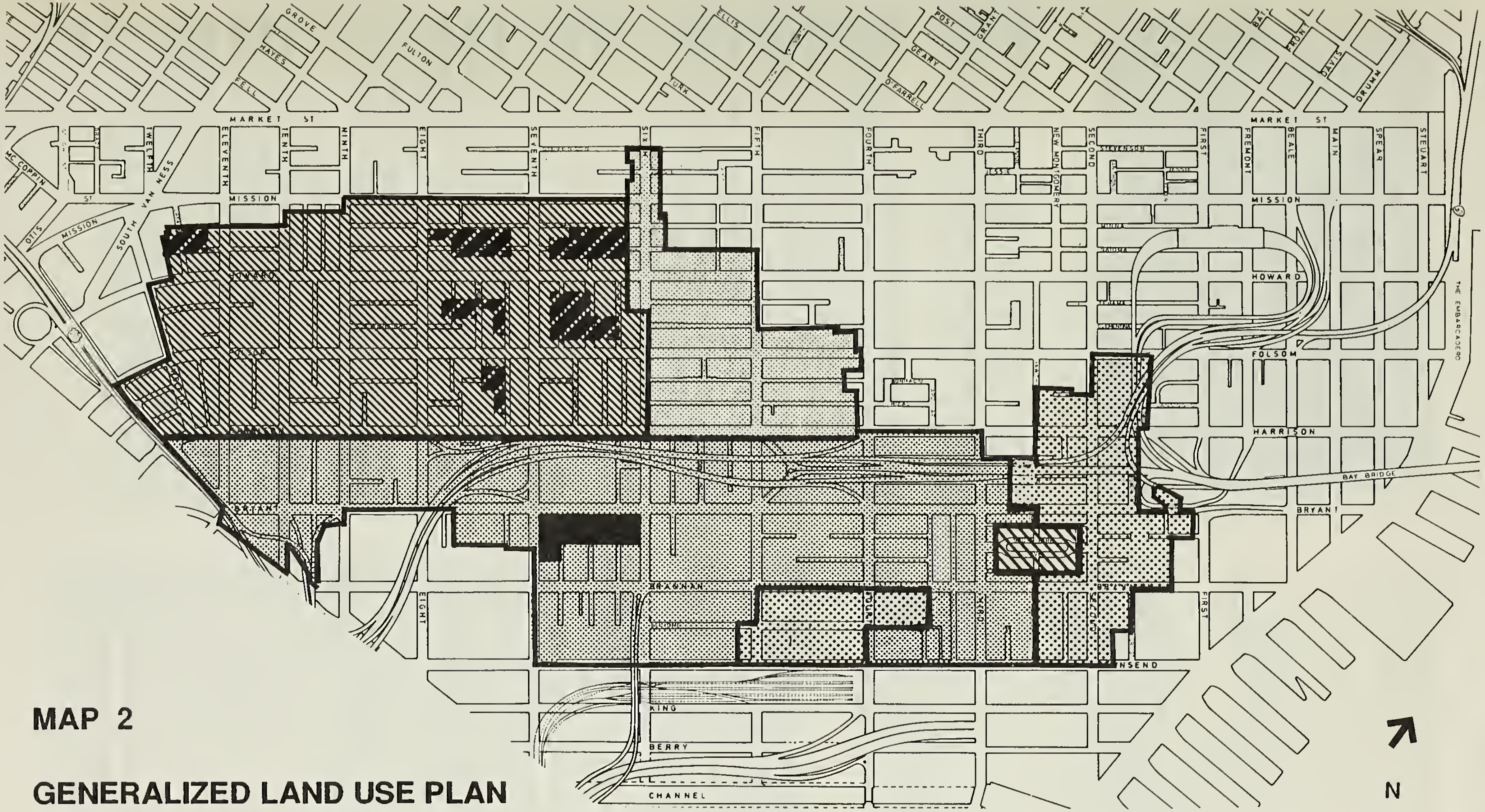
POLICY 4

Provide sufficient land and building area to accomodate the reasonable growth and expansion of the South of Market's diverse economic activities.

The average existing density of all development, including housing, within the industrially zoned areas of the SOM is a Floor Area Ratio (FAR) of 2.5 to 1. Existing building heights are typically 20 to 50 feet with only a few buildings above that height.

Allowable building heights and densities should be set at levels that are respectful of the existing scale of development while at the same time allow sufficient building area to accomodate growth and expansion of permitted uses.

In combination, the land use, building height and density policies of this Plan allow substantial land and building area to accomodate the reasonable growth and expansion of light industrial, artisan, home and business service, nighttime entertainment, office, residential,


GROVE
HAYES
FELL
FULTON
TURK
ELLIS
GEARY
O'FARRELL
POST
GRANT
BATTERY
FRONT
DAVIS
DRUMM
MARKET ST
MC COPPIN
OTIS
MISSION
SOUTH VAN NESS
TWELFTH
ELEVENTH
TENTH
NINTH
EIGHT
SEVENTH
SIX
FIFTH
FOURTH
THIRD
NEW MONTGOMERY
SECOND
STEVENSON
JESSIE
FIRST
FREMONT
BEALE
MAIN
SPEAR
STEUART
THE EMBARCADERO
HOWARD
FOLSOM
HARRISON
BRYANT
BAY BRIDGE
BRANNAN
TOWNSEND
KING
BERRY
CHANNEL
N

MAP 2

GENERALIZED LAND USE PLAN
Schematic Boundaries Only

▨	Residential
░	Residential / Retail / Business Service/ Light Industrial
▧	Residential / Retail / Business Service/ Light Industrial
■	Hall of Justice Legal Service Office District
▧	Residential / Retail / Business Service / Light Industrial / Office
░	Retail / Business Service / Industrial Low Income Housing a Conditional Use
░	Office / Retail / Business Service / Light Industrial Housing and Entertainment a Conditional Use

and neighborhood-serving retail and personal service activities while at the same time preserving the existing scale and character of the area.

POLICY 5

Locate uses in areas according to a generalized land use plan shown on Map 2.

The proposed generalized land use plan shown on Map 2 would carry out the foregoing policies and the housing policies below and would establish coherent land use districts accommodating existing activities as well as facilitating the growth of new, compatible activities.

POLICY 6

Allow existing businesses, which would not be allowed if they were new, to remain in their present location and space as nonconforming uses.

The SOM business community is very diverse. The oddest assortment of businesses share space or are neighbors. It is not uncommon, for example, to find artists, metal fabricators, bakeries, wholesale beauty suppliers, musical instrument repair shops, and restaurants sharing space in the same building.

Over time, a more coherent land use pattern may evolve through attrition, particularly in areas where a concentration of similar activities makes it more efficient to do business. New zoning controls should redirect certain activities to specific SOM use districts as these business activities expand and look for new space in the SOM. However, there is no need to force such redirection as long as these non-conforming uses wish to remain in their present location. Therefore, the City should facilitate the preservation of these activities in their present location by allowing them to remain as nonconforming uses.

RESIDENTIAL ACTIVITY

The SOM remains a valuable source of sound, low-cost rental housing for many of the city's low-income immigrants, service workers, and unemployed and underemployed residents. In addition to the 10,000 plus people residing in 5,000 dwelling units (apartments, hotels and flats), there is a large number of artists living and working in industrial buildings, and a large and unknown number of "street people" who reside in various forms of spontaneous shelters throughout the SOM.

Most of the area's housing consists of small individual units located in two to four story wood-frame apartment buildings or flats which line the narrow side streets bisecting many of the large SOM blocks. Two-thirds of the units are small—comprised of studios or residential hotel rooms. SOM units are generally smaller, without parking or rear yards, and many are without full kitchen and bathroom facilities. Less than 15% of the units have two or more bedrooms, the unit size generally considered suitable for family housing.

Overall, the SOM housing stock matches the space needs and housing affordability levels of the existing SOM residents.

Seventy percent of the residents live alone. Only 15% percent of the population are in households containing three or more persons. The small percentage of large size households in the SOM are overcrowded. There is twice as much overcrowding in the SOM than in the city as a whole. This suggests a need for larger family housing in the SOM.

Most of the SOM residents are tenants. Rent levels in the SOM are considerably lower than those for the city as a whole. The median rent paid in the SOM in 1980 was about half the citywide rent level for a similar type of unit. Similarly, the median income for SOM households is less than half the citywide median income level.

OBJECTIVE 2

PRESERVE EXISTING HOUSING.

Affordable rental housing is a valuable resource to the city and to the South of Market population in particular. Because of high land, labor, materials and financing costs, most new housing is out of the financial reach of most San Franciscans. Increasingly, the only low- or moderate-income housing resources are found within the existing housing stock. It is extremely important that existing affordable rental housing be preserved and maintained as long as possible.

POLICY 1

Discourage the demolition of existing dwelling units or their conversion to non-residential use.

Most of the existing SOM housing is in low-scale, moderately high density residential enclaves along the side streets which divide the large blocks from Minna to Harrison Streets, west of Sixth Street, as well as in low scale, moderately high density flats and apartments above storefronts which line the major thoroughfares west of Sixth Street. These concentrated housing areas, which contain approximately 60 percent of the existing SOM housing units, should be zoned residential. This will protect them from conversion or demolition and replacement by new commercial or industrial development.

Approximately 40% of existing SOM housing units are so scattered within service/industrial areas that it is difficult to protect it through designation of residential zoning districts making it vulnerable to conversion to non-residential use or to demolition to make way for new commercial or industrial development. Between 1979 and 1984, several hundred SOM dwelling units were lost due to conversion or demolition. The remaining units in generally sound condition are of an attractive scale and architectural character, and represent one of the city's few remaining low-income affordable rental housing neighborhoods.

The loss of these units should be controlled by making their demolition or conversion a conditional use. While there should be a strong presumption in favor of preserving existing housing, occasionally special circumstances may arise that could justify its loss. For example:

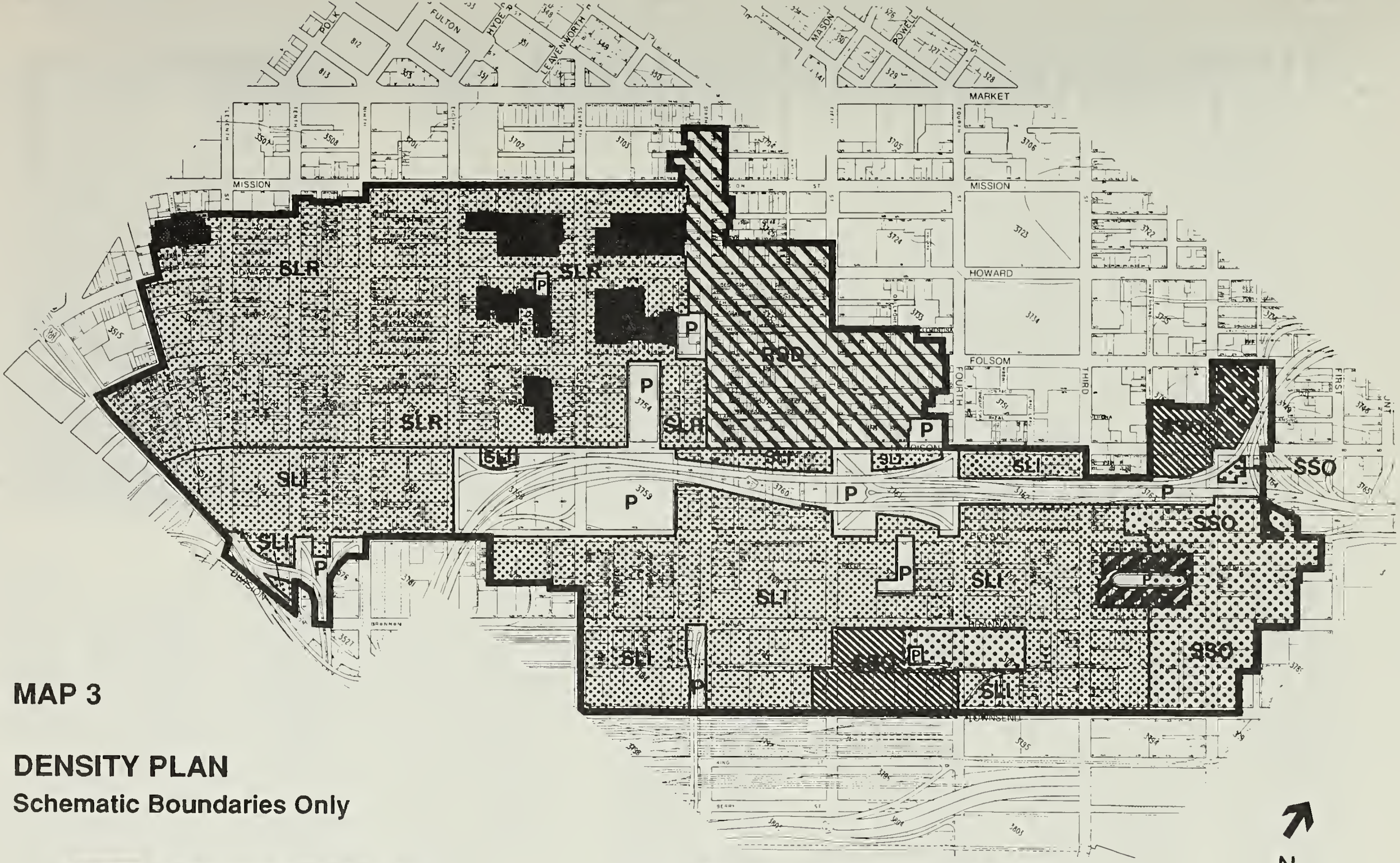
- Demolition may be necessary because the unit is uninhabitable and it is not feasible to rehabilitate it.
- Demolition may be deemed appropriate in order to make land available for the development of permanently affordable low-to-moderate-income rental housing units when the total number of such units represents a substantial increase in units on-site.
- Conversion or "merging" may be deemed appropriate when an owner-occupant wishes to enlarge his/her principal residence by expanding into an adjacent unit in a structure not subject to rent control.
- Demolition or conversion may be deemed necessary in order to accommodate the otherwise permitted expansion of an immediately adjacent artisan, light industrial, home or business service, or community service operation when such action is the most reasonable means of balancing competing space needs.
- Conversion of a vacant unit may be deemed appropriate because special circumstances (such as proximity to an incompatible use) have rendered the unit unmarketable for residential use.
- Conversion may be deemed appropriate in order to preserve and rehabilitate a designated landmark building.

POLICY 2

Promote making existing rental housing permanently affordable for low- and moderate-income residents.

Many SOM residents cannot afford to pay higher rents. On average, SOM residents pay one-half their annual income on rent. If outbid for existing housing by higher income households, it would be difficult for displaced SOM households to find affordable replacement housing elsewhere in the city because approximately three-fourths of SOM households cannot afford to pay city-wide median market rents.

Current neighborhood conditions make most of the SOM housing unattractive to higher-income households. However, the SOM may become attractive to


POLK
FULTON
HYDE
LEAVENWORTH
MASON
POWELL
MARKET
MISSION
HOWARD
FOLSOM
FOURTH
THIRD
FIRST
BRANNAN
TOWNSEND
KING
BERRY
SLR
SLI
RSD
SSO
P
N

MAP 3

DENSITY PLAN

Schematic Boundaries Only

■ Medium Density Residential (1:400)*
Low Density Commercial / Industrial (1FAR)**

▨ Moderate Density Residential (1:600)
Low Density Commercial / Industrial (1:8FAR)

░ High Density Residential (1:200)
Moderate Density Commercial / Industrial (2.5FAR)

* Number of dwelling units allowed per square foot increment of lot area.

** Multiplied ratio of building area to lot area.

▧ High Density Residential (1:200 or Building Envelope Limit)
Low Density Commercial / Industrial (1:8FAR)

▒ High Density Residential (1:200)
Medium Density Commercial / Industrial (3FAR)

▧ High Density Residential (1:200)
Medium Density Commercial / Industrial (4FAR)

▩ High Density Residential (1:200)
Medium High Density Commercial / Industrial 4.5 (FAR)

some higher-income households who wish to live close to the city's major cultural and employment centers. Preservation of the existing housing stock through zoning controls will not, in itself, insure the lower-income affordability of the units over the long run, nor will it insure the tenancy of the units.

Tenant counseling should be provided to existing residents to inform them of proper leasing and eviction procedures and other tenant rights and to assist in home finding, particularly for family and live/work households. Additional measures should be taken to facilitate the purchase of residential property by individuals or non-profit corporations which would contractually agree to maintain them as safe, sanitary and permanently affordable low- and moderate-income rental housing or live/work units.

The City should facilitate the rehabilitation and proper management of a number of residential hotels along Sixth Street for permanent housing for low-income residents. The proportion of permanent residents to transient residents along Sixth Street should be high enough to provide a sense of community, safety and security within their homes, their buildings and their neighborhood. The City should encourage and facilitate the provision of social service programs for building and neighborhood residents within the ground floor space of these rehabilitated residential hotels. This would facilitate the stabilization of Sixth Street as a safe, clean and affordable residential community.

POLICY 3

Preserve South Park as a small scale, mixed use neighborhood.

South Park is an attractive, affordable mixed use neighborhood. The commercial spaces are occupied by small retail, wholesale, artisan, office and service businesses. A number of artists have established live/work studios in commercial buildings. In addition, a number of residential hotels and apartments are being rehabilitated as low- and moderate-income affordable rental housing. This should continue and when possible, in-fill development should be compatible in scale and mixture of use with the existing neighborhood.

A mix of retail, office, service, light industrial and residential uses should be maintained while allowing new live/work units. Building heights for new in-fill housing should be limited to 40 feet in order to maintain the small scale character of the enclave and to preserve sun exposure to the park.

OBJECTIVE 3

ENCOURAGE THE DEVELOPMENT OF NEW HOUSING, PARTICULARLY AFFORDABLE HOUSING.

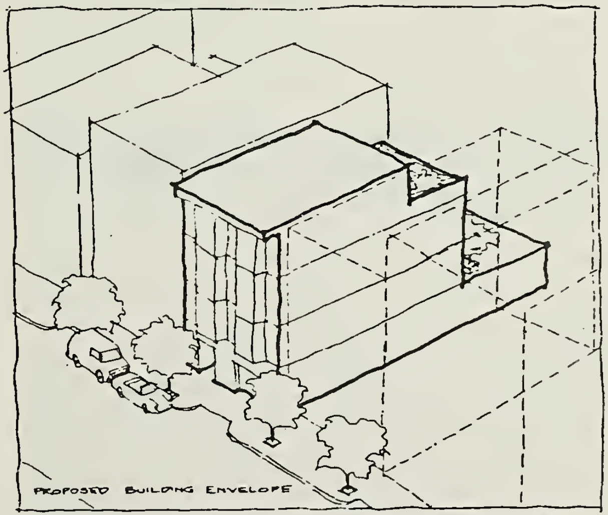
Within the portion of the SOM where housing is clustered, generally west of Sixth Street, there are a number of vacant parcels, parking lots, and other parcels in open storage use. These parcels are undeveloped or underdeveloped and can be viewed as opportunity sites for new residential development.

However, because most of these housing opportunity sites are small, are surrounded by active industrial businesses, and are adjoined by older industrial buildings and/or flats without parking or rear yards, new housing development west of Sixth Street is expected to be small, "in-fill" housing within the predominantly residential enclaves, and above commercial / light industrial storefronts along the major thoroughfares.

POLICY 1

Increase the supply of housing without adversely affecting the scale, density, and architectural character of existing residential or mixed use neighborhoods or displacing light industrial and/or business service activities.

The City should facilitate the development of affordable, in-fill mixed use projects which would provide adequate on-site residential amenities while maintaining the existing scale of the neighborhood.



Solomon & Assoc.

Potential "In-Fill" Housing Development

The South of Market has always featured living space in flats and apartments above ground floor shops and storefronts, providing convenient and affordable housing and work space for small craftspersons, start-up businesses, and neighborhood-serving mom and pop-type business operators. The Howard, Folsom and Bryant Street thoroughfares, as well as many of the narrow side streets, are characterized by this type of small, mixed use development. This type of living space above ground floor work space remains a very popular form of development and is particularly well-suited to the size of parcels and mixture of uses which characterize the SOM.

There are a number of vacant and underdeveloped parcels within the SOM that could be developed as moderately high density housing over low or moderate density commercial/industrial space. SOM retail or industrial activity generally does not need or use space above the ground level. The development of housing above ground floor retail, service or industrial space would make more efficient use of the parcel's allowable building area, would produce additional revenues to the developer/property owner, and thus may induce development of new industrial and residential space.

To encourage this type of development within South of Market mixed use districts, housing should not be counted against the base Floor Area Ratio (FAR) limit. Properties should be allowed to build up to the FAR limit in wholly commercial or industrial space and should be allowed to develop housing above the base FAR up to the maximum building envelope limits established by relevant district height, parking, open space, rear yard/setback, and other urban design zoning controls.

POLICY 2

Facilitate in-fill housing development on small or irregularly-shaped parcels within the predominantly residential neighborhoods.

Approximately 20% of the existing SOM housing stock lies within the six predominantly residential side streets or residential enclaves west of Sixth Street and north of Harrison Street. Within these enclaves approximately 40 vacant parcels or lots are devoted to surface parking or storage use. Many of them are small and/or irregularly shaped and are often adjoined on two or three sides by flats, apartments or warehouses built to the property line without rear yards. Under present residential density, parking and rear yard zoning standards, these parcels could not accommodate enough units to make the per-unit development and operation costs economic as moderate-income affordable in-fill housing.

These enclaves should be designated as moderate-density residential enclave districts in order to encourage in-fill housing and artist live/work units, to strenghten the residential character of the neighborhood and, over time, to improve the residential amenities within these neighborhoods. New zoning controls tailored to the design needs and neighborhood characteristics of these parcels, and sensitive to the economics of affordable in-fill housing should be developed to induce attractive, compatible and economic in-fill housing while providing adequate residential amenities, including usable on-site open space and adequate parking resources.

POLICY 3

Encourage new, in-fill residential hotel development along Sixth Street.

Sixth Street is a potentially valuable resource of low-income rental housing. There are more than thirty residential hotel buildings from Minna to Harrison Streets. Several of these residential hotels are vacant and subject to condemnation proceedings due to Code violations. Should it prove to be infeasible to rehabilitate these units, these parcels, along with some older one- or two-story commercial buildings which front on Sixth Street, should be considered "in-fill" housing opportunity sites. The City should facilitate development of low-income affordable in-fill residential hotels and other high density housing along Sixth Street which would both provide adequate amenities on-site and improve the quality of streetscapes and commercial activities within the neighborhood. Establishments selling alcohol should be discouraged, and limited, along Sixth Street.

POLICY 4

Encourage high density, predominantly residential mixed-use development on vacant parcels between Stevenson, Harrison, Sixth and Fourth Streets.

There should be a high density, predominantly residential mixed use district from Fourth to Sixth Streets and from Stevenson to Harrison Streets to allow vacant parcels to develop in predominantly residential use with ground floor commercial, service or light industrial uses. Rear yard, open space, parking standards and unit densities should be flexible to encourage in-fill residential development.

Continuation and expansion of existing service, retail and light industrial activities within the residential mixed use district should be encouraged.

POLICY 5

Encourage small scale in-fill residential or mixed use development west of Sixth Street.

A substantial number of housing units are planned or proposed for development in areas on the eastern edge of the SOM, including Yerba Buena Center, Rincon Point, Rincon Hill, South Beach and Mission Bay. The majority of these units are expected to be affordable only to middle to upper-income households who are likely to be attracted to live in these areas because the new development features close proximity to the waterfront and downtown office district; the units offer views; the development provides nearby convenience retail stores, and there are similar household types in the project or neighborhood.

It is less likely that these kinds of households will be attracted to the SOM west of Sixth Street because of its rather diverse mixture of uses, parking congestion, and untidy environment. The introduction of middle- to upper-income housing in major developments, even if economically feasible, would make vulnerable the existing smaller scale, more affordable rental housing. Therefore this type of housing project should be discouraged west of Sixth Street. Smaller in-fill rental projects with lower cost wood frame construction for more moderae income tenancies should be encouraged.

TRANSPORTATION

The wide variety of land uses and business activities ranging from low-intensity storage and warehousing to high intensity office and retail uses results in a similar variety of transportation needs and impacts. Some businesses maintain primarily regional markets and rely heavily on the regional transport system to move goods. Other businesses provide services to the downtown core and are more reliant upon the local street system.

The SOM as a whole is well served by major transportation facilities. Freeways, rail tracks, maritime facilities, regional mass transit facilities, and local transit service are located within and along the periphery of the SOM. However, levels of service, particularly for transit, are not consistent throughout SOM. (For example, the area between Second and Fourth Streets has considerably better transit service than the areas west of Fourth Street.)

Major streets of the SOM are generally wide (82 feet) and were designed to carry heavy truck traffic associated with the area's industrial activity. The street system is adequate for local travel demand. Daily traffic on streets south of Mission generally flows freely in the non-peak period. In the peak evening commute period, cumulative travel demands from both the SOM and the greater downtown core exceed the capacity of certain street intersections leading to the freeway on-ramps.

Traffic speeds along the narrow side streets are generally slow due to difficulty in maneuvering around parked cars and delivery trucks and stacked goods. These side streets can be hazardous when the general clutter of parked vehicles, dumpsters and stacked pallets of delivery goods on both the street and sidewalks reduce the motorist's line of sight and force the pedestrian to walk within the street space to get by. SOM major streets can also be dangerous when service vehicles and delivery trucks are parked within the sidewalk space forcing pedestrians to enter the street space to get by.

Most of the commercial buildings in the SOM were built in the early 1900's and were designed to accommodate low intensity industrial activity with few employees per building. Most of the residential buildings were built in the early 1900s and were designed as four to six unit flats and family-sized apartments. At that time, employees did not drive to work and residents did not own cars. Consequently, most buildings were constructed with full lot coverage and without on-site parking. Freight loading docks were provided along the street frontage property line; streets were wide, cars were few and on-street freight loading activity did not pose a major inconvenience for local travel.

Over the years the nature of the SOM business activities have changed substantially. During and after World War II, many of the heavy industrial businesses relocated out of the SOM to larger, more efficient spaces and were replaced by smaller, more intensive commercial and light industrial activities. Many of the larger flats and apartments were cut up into smaller units to accommodate the returning soldiers and merchant marines. The intensification of commercial activity and increased resident population, coinciding with a growing dependency upon auto rather than transit travel, resulted in a substantial increase in traffic and parking demand generated by SOM businesses and residents.

In addition to increased local travel, the proximity of the area to the financial district results in some downtown commuters parking in the South of Market. Consequently, adequate on-street parking is not readily available in much of the SOM. Residents, downtown and SOM employees, and service and delivery vehicles compete for limited on-street parking spaces. This is particularly problematic in many of the side streets throughout the SOM.

OBJECTIVE 4

DEVELOP TRANSIT AS THE PRIMARY MODE OF TRAVEL TO AND FROM OTHER PARTS OF THE CITY AND REGION.

Continued growth in the Downtown and SOM cannot be accommodated by the private automobile. The Bay Bridge and Highway 101 are at capacity in the peak period, while the Golden Gate Bridge and I-280 are approaching capacity. Further increases in street traffic would only serve to exacerbate existing congested conditions at many freeway ramps and nearby intersections and would further block local street traffic and transit vehicles. The "transit first" policy of the City must be carried out in the South of Market.

POLICY 1

Expand local transit lines linking the South of Market to all regional transit facilities and to the rest of the City.

Most existing transit service in the South of Market is designed to provide access through the SOM to and from the downtown area (the source of the majority of peak travel demand). There is a need for improved transit service and access from the South of Market to other local and regional transit facilities. This is particularly true in the area west of Fourth Street and south of Mission Street.

MUNI-Metro is to be extended to connect with Caltrain/SP service and to Mission Bay. Consideration should be given to a further extension to Showplace Square. Direct transit service is necessary from these developing commercial and commercial/residential areas to the downtown and other South of Market areas. The City should also consider extension of MUNI-Metro to the Van Ness/Civic Center area from the proposed Showplace extension. This would further expand one-transfer access from portions of the SOM to MUNI trunkline service on and near Market Street.

The City should examine possible new local transit lines in the north-south direction between Fifth and Eighth Streets. The South of Market area west of Fourth Street has the most limited transit service of the greater downtown. New north-south transit lines between Fifth and Eighth Street would greatly enhance transit travel opportunities for residents and employees in the core of the western SOM.

In order to encourage an increasing use of transit by South of Market employees and a shift away from automobile travel, MUNI frequencies should be increased for all South of Market-serving lines, particularly during the commute peak periods of SOM workers.

OBJECTIVE 5

MINIMIZE THE IMPACT ON THE LIVABILITY OF THE AREA OF AUTO TRAFFIC THROUGH AND TO/FROM THE SOUTH OF MARKET.

Increasing automobile traffic results in more environmental harm and greater inconvenience. A desirable living and working environment and a prosperous business environment cannot be maintained if traffic levels continue to increase without limits. Various methods should be used to control and reshape the effect of automobiles on the city, and to promote other means of transportation to improve the environment.

POLICY 1

Provide incentives for the use of transit, taxi, carpools and vanpools, and reduce the dependence on automobile parking facilities, particularly by area workers.

The alternatives to expanding automobile facilities are to make existing facilities serve more people and to use other ways of getting people to their destination. Single-occupancy automobile use is incompatible with the need to conserve energy and land, the need to reduce uses. Rear yard, open space, parking standards and unit densities should be flexible to encourage in-fill residential development.

Continuation and expansion of existing service, retail and light industrial activities within the residential mixed use district should be encouraged.

POLICY 5

Encourage small scale in-fill residential or mixed use development west of Sixth Street.

A substantial number of housing units are planned or proposed for development in areas on the eastern edge of the SOM, including Yerba Buena Center, Rincon Point, Rincon Hill, South Beach and Mission Bay. The majority of these units are expected to be affordable only to middle to upper-income households who are likely to be attracted to live in these areas because the new development features close proximity to the waterfront and downtown office district; the units offer views; the development provides nearby convenience retail stores, and there are similar household types in the project or neighborhood.

It is less likely that these kinds of households will be attracted to the SOM west of Sixth Street because of its rather diverse mixture of uses, parking congestion, and untidy environment. The introduction of middle- to upper-income housing in major developments, even if economically feasible, would make vulnerable the existing smaller scale, more affordable rental housing. Therefore this type of housing project should be discouraged west of Sixth Street. Smaller in-fill rental projects with lower cost wood frame construction for more moderae income tenancies should be encouraged.

TRANSPORTATION

The wide variety of land uses and business activities ranging from low-intensity storage and warehousing to high intensity office and retail uses results in a similar variety of transportation needs and impacts. Some businesses maintain primarily regional markets and rely heavily on the regional transport system to move goods. Other businesses provide services to the downtown core and are more reliant upon the local street system.

The SOM as a whole is well served by major transportation facilities. Freeways, rail tracks, maritime facilities, regional mass transit facilities, and local transit service are located within and along the periphery of the SOM. However, levels of service, particularly for transit, are not consistent throughout SOM. (For example, the area between Second and Fourth Streets has considerably better transit service than the areas west of Fourth Street.)

Major streets of the SOM are generally wide (82 feet) and were designed to carry heavy truck traffic associated with the area's industrial activity. The street system is adequate for local travel demand. Daily traffic on streets south of Mission generally flows freely in the non-peak period. In the peak evening commute period, cumulative travel demands from both the SOM and the greater downtown core exceed the capacity of certain street intersections leading to the freeway on-ramps.

Traffic speeds along the narrow side streets are generally slow due to difficulty in maneuvering around parked cars and delivery trucks and stacked goods. These side streets can be hazardous when the general clutter of parked vehicles, dumpsters and stacked pallets of delivery goods on both the street and sidewalks reduce the motorist's line of sight and force the pedestrian to walk within the street space to get by. SOM major streets can also be dangerous when service vehicles and delivery trucks are parked within the sidewalk space forcing pedestrians to enter the street space to get by.

Most of the commercial buildings in the SOM were built in the early 1900's and were designed to accommodate low intensity industrial activity with few employees per building. Most of the residential buildings were built in the early 1900s and were designed as four to six unit flats and family-sized apartments. At that time, employees did not drive to work and residents did not own cars. Consequently, most buildings were constructed with full lot coverage and without on-site parking. Freight loading docks were provided along the street frontage property line; streets were wide, cars were few and on-street freight loading activity did not pose a major inconvenience for local travel.

Over the years the nature of the SOM business activities have changed substantially. During and after World War II, many of the heavy industrial businesses relocated out of the SOM to larger, more efficient spaces and were replaced by smaller, more intensive commercial and light industrial activities. Many of the larger flats and apartments were cut up into smaller units to accommodate the returning soldiers and merchant marines. The intensification of commercial activity and increased resident population, coinciding with a growing dependency upon auto rather than transit travel, resulted in a substantial increase in traffic and parking demand generated by SOM businesses and residents.

In addition to increased local travel, the proximity of the area to the financial district results in some downtown commuters parking in the South of Market. Consequently, adequate on-street parking is not readily available in much of the SOM. Residents, downtown and SOM employees, and service and delivery vehicles compete for limited on-street parking spaces. This is particularly problematic in many of the side streets throughout the SOM.

OBJECTIVE 4

DEVELOP TRANSIT AS THE PRIMARY MODE OF TRAVEL TO AND FROM OTHER PARTS OF THE CITY AND REGION.

Continued growth in the Downtown and SOM cannot be accommodated by the private automobile. The Bay Bridge and Highway 101 are at capacity in the peak period, while the Golden Gate Bridge and I-280 are approaching capacity. Further increases in street traffic would only serve to exacerbate existing congested conditions at many freeway ramps and nearby intersections and would further block local street traffic and transit vehicles. The "transit first" policy of the City must be carried out in the South of Market.

POLICY 1

Expand local transit lines linking the South of Market to all regional transit facilities and to the rest of the City.

Most existing transit service in the South of Market is designed to provide access through the SOM to and from the downtown area (the source of the majority of peak travel demand). There is a need for improved transit service and access from the South of Market to other local and regional transit facilities. This is particularly true in the area west of Fourth Street and south of Mission Street.

MUNI-Metro is to be extended to connect with Caltrain/SP service and to Mission Bay. Consideration should be given to a further extension to Showplace Square. Direct transit service is necessary from these developing commercial and commercial/residential areas to the downtown and other South of Market areas. The City should also consider extension of MUNI-Metro to the Van Ness/Civic Center area from the proposed Showplace extension. This would further expand one-transfer access from portions of the SOM to MUNI trunkline service on and near Market Street.

The City should examine possible new local transit lines in the north-south direction between Fifth and Eighth Streets. The South of Market area west of Fourth Street has the most limited transit service of the greater downtown. New north-south transit lines between Fifth and Eighth Street would greatly enhance transit travel opportunities for residents and employees in the core of the western SOM.

In order to encourage an increasing use of transit by South of Market employees and a shift away from automobile travel, MUNI frequencies should be increased for all South of Market-serving lines, particularly during the commute peak periods of SOM workers.

OBJECTIVE 5

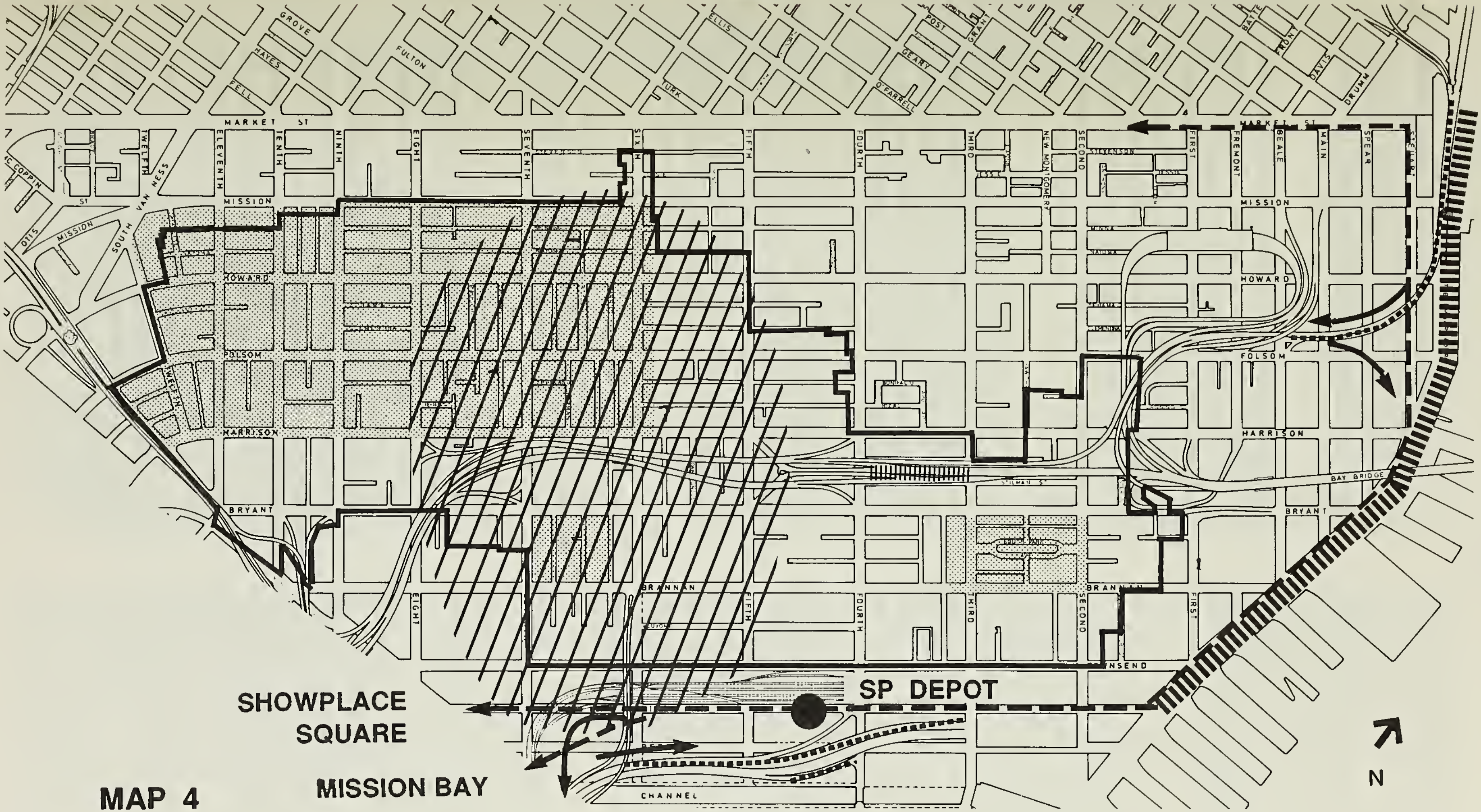
MINIMIZE THE IMPACT ON THE LIVABILITY OF THE AREA OF AUTO TRAFFIC THROUGH AND TO/FROM THE SOUTH OF MARKET.

Increasing automobile traffic results in more environmental harm and greater inconvenience. A desirable living and working environment and a prosperous business environment cannot be maintained if traffic levels continue to increase without limits. Various methods should be used to control and reshape the effect of automobiles on the city, and to promote other means of transportation to improve the environment.

POLICY 1

Provide incentives for the use of transit, taxi, carpools and vanpools, and reduce the dependence on automobile parking facilities, particularly by area workers.

The alternatives to expanding automobile facilities are to make existing facilities serve more people and to use other ways of getting people to their destination. Single-occupancy automobile use is incompatible with the need to conserve energy and land, the need to reduce


GROVE
HAYES
FELL
FULTON
TURK
ELLIS
O'FARRELL
GEARY
POST
GRANT
BATTERY
FRONT
DAVIS
DRUMM
MARKET ST
STEUART
SPEAR
MAIN
BEALE
FREMONT
FIRST
SECOND
NEW MONTGOMERY
THIRD
FOURTH
FIFTH
SIXTH
SEVENTH
EIGHT
NINTH
TENTH
ELEVENTH
TWELFTH
SOUTH VAN NESS
MISSION ST
OTIS
MISSION
HOWARD
FOLSOM
HARRISON
BRYANT
BAY BRIDGE
BRANNAN
TOWNSEND
CHANNEL
SP DEPOT
SHOWPLACE SQUARE
MISSION BAY
N

MAP 4

TRANSPORTATION PLAN

▭	Muni-Metro / E-Line	▥	4 To 5 Lane Embarcadero Roadway	→	New On / Off Ramp
●	Muni-Metro / E-Line Terminal (Surface)	▥	Replacement Commuter Parking	▨	Improved Transit Service
⋯	Freeway Removal	▒	Residential Preferential Parking		Pedestrian Network See Map 6

congestion on thoroughfares, and the need to reduce auto emissions.

Employers should be encouraged to provide incentives for transit use and carpooling by employees. A transit subsidy, such as the provision of a transit "fast-pass," could be an alternative to the provision of free employee parking. Where an employer already has parking spaces available for employees, drivers who carpool should have priority of use of these spaces.

The City should require transportation brokers to be employed by each major new office development or by groups of smaller office projects within the SOM. The function of transportation brokers would be to promote and coordinate the use of carpools and vanpools by project and other SOM employees, manage project-related preferential parking rates and spaces for carpools and vanpools, organize "commuter club" bus routes, develop and coordinate employer-subsidized transit pass sales, distribute transit and car/vanpool schedules and information, and assist employers with programs to implement and manage flextime.

SOM employers should offer flexible work schedules, should provide preferential parking spaces and rates for carpools and vanpools and should offer transit passes to employees. Certain establishments may provide taxi service to clients. More Caltrans lots should be developed to provide preferential spaces and rates for vanpools. Similarly, where parking spaces are provided in new development, such preferential parking rates and spaces should be established.

POLICY 2

Promote the more efficient use of existing parking resources throughout the South of Market.

The lack of parking resources near businesses and housing is a major problem for SOM residents and employers. Most commercial and residential units were constructed when there was no requirement and little demand for parking space. Through the years, there has developed a deficiency in supply and a high demand for parking at existing curb space. This problem is aggravated by limited enforcement of short-term parking controls which results in curb space on major streets and side streets being used for long-term parking by commuters and residents.

Since the problem is an existing one, planning policies for the SOM must address the more efficient allocation and management of existing, limited parking resources as well as adequate provision of parking and loading spaces in new development.

Parking rates should be designed to meet short-term business travel demand. Consistent with the City's "transit first" policy, long-term commuter parking should be discouraged. SOM commuter parking demand can be diminished over time by increasing use of transit and ridesharing. However, convenient alternative means of travel to and throughout the SOM are generally not available for mid-day or nighttime business travel.

The City should encourage the shared use of existing parking facilities by area day and nighttime activities. A number of existing parking lots and garages are heavily used during the daytime hours and are unoccupied during the evening and weekend hours. Most of the existing nighttime activities are located in buildings without parking. Operators of nighttime activities such as cultural arts performance spaces, restaurants, bars and nightclubs should be allowed to satisfy their off-street parking demand and requirement by joint use of these parking resources. Daytime business operators should be encouraged to make their underutilized parking spaces available to the public for nighttime uses.

POLICY 3

Institute a residential preferential parking program.

South of Market residents should not be forced to compete with area employees and downtown district commuters for on-street parking space. A residential preferential parking program should be established within the side streets bounded by Mission and Harrison Streets and Fourth and Division Streets, and around the South Park neighborhood. For neighborhoods in close proximity to clusters of restaurants, the hours of the preferential parking program should be extended to 10:00 PM. For neighborhoods in close proximity to nighttime entertainment activity, the hours should be extended to 2:00 AM or 6:00 AM where there are "after hours" nighttime entertainment activities. Effective implementation of a parking permit program would require increased enforcement of parking controls throughout the area.

POLICY 4

Provide adequate parking and loading resources for new South of Market residential and business development.

New development should not exacerbate existing parking congestion. New commercial and industrial or mixed use developments should provide adequate off-street parking and freight loading resources, while encouraging transit use by workers whose businesses are within walking distance from major transit corridors such as Market and Mission Streets. The City should encourage the construction of new short-term public parking lots and garages to serve local day and night-time customers and visitors.

Given the planned extension of MUNI Metro to the Caltrain station, and potentially beyond, and the relative ease of expanding transit service along Second Street, the parking requirement for office use in the Second and Townsend Street area office districts should be reduced to reflect these transit improvements.

New residential development should provide off-street parking resources as necessary to accommodate the anticipated demand by prospective residents. Where possible, residential parking should be minimized as a means of encouraging transit use by residents and reducing per-unit development costs and rental rates for new housing.

Local businesses should be allowed to satisfy their off-street parking demand and requirement by contributing to the construction of a nearby publicly-accessible parking garage or lot.

Some SOM commuting workers may not be able to divert to public transit and, if preferential parking were instituted, would no longer be able to park within the residential side streets. In addition, an increase in on-street, curbside freight loading spaces along the major thoroughfares may further reduce some existing long-term parking resources. Parking resources of SOM workers which are lost should be replaced by construction of parking garages under the elevated freeway between Fifth and Seventh Streets and Harrison and Bryant Streets.

The City should encourage private sector development of joint or congregate parking structures to meet off-street parking requirements of new development that would otherwise be provided on-site. Development of joint parking structures can achieve a better allocation of space available in the SOM and can reduce curb cuts and thereby better control potential conflicts between autos and pedestrians, transit, and/or delivery/service vehicles.

POLICY 5

Provide an adequate amount of on-street curbside freight loading spaces throughout the South of Market.

A significant share of deliveries to South of Market businesses is performed within the street space. Where curbside freight loading space is not available, delivery vehicles double-park, blocking major thoroughfare and side-street traffic and creating potential hazards for pedestrians and automobiles. Along Folsom, Harrison and Bryant Streets and where appropriate along the side streets, adequate curbside freight loading zones should be established and enforced.

The City should evaluate the existing on-street curb-designation for delivery vehicles and improve daytime enforcement to increase turnover. Where necessary, curbside freight loading spaces should be increased.

During evenings and week-ends, curbside freight loading spaces should be made available for visitor and customer parking.

POLICY 6

Construct in the South of Market new long-term parking garages to serve the downtown only as needed to replace the loss of long-term parking in the downtown core.

While the City maintains the policy of discouraging the addition of new long-term parking spaces in and around the downtown, it may be necessary and appropriate to replace lost commuter parking resources in areas which are well served by transit to and from the downtown core. Again, these spaces should replace, not add to the long-term parking supply in order to prevent unacceptable congestion, and should be provided in garages, not on lots.

Land under the elevated freeways should be designated for parking use. In particular, when needed to replace displaced parking, the City should encourage construction of a long-term parking garage under the elevated freeway in the area bounded by Third and Fourth Streets and Harrison and Bryant Streets.

OBJECTIVE 6

MAINTAIN AND ENSURE THE AVAILABILITY OF RAIL FREIGHT SERVICE THROUGH THE SOUTH OF MARKET AREA TO THE PORT OF SAN FRANCISCO.

POLICY 1

Establish a rail service program.

Working with local rail carriers, the Port, and other city and state agencies, the City should develop a rail service program for San Francisco. Should certain routes through the SOM be deemed unnecessary, the City should identify which rail tracks should be removed and should develop a program for removal of these tracks and use of the right-of-way as pedestrian pathways.

AREA LIVABILITY

The South of Market is home to over 10,000 residents, over 2,700 businesses and over 27,000 workers. Neighborhoods should be safe, clean, quiet and comfortable environments, providing adequate shelter, open space, transit, parking, and neighborhood services for its residents, workers and visitors. The extent to which a neighborhood provides these services, resources and amenities is a measure of its neighborhood livability.

The South of Market physical environment is generally pleasant, featuring low-scale, pedestrian- oriented building forms; a warm and wind- and fog-free climate; close proximity to the city's major cultural and employment centers and the Bay waterfront; and features attractive architecture and sound housing and commercial building stock.

The South of Market is, however, deficient in a number of important community services and resources. Some densely populated areas of the SOM are severely deficient in both private and public open space resources, and are deficient in private maintenance activities such as cosmetic improvements and painting of apartments and flats, rodent control, and trash removal. These deficiencies are striking enough to mask the area's attractive features to most of the city's residents and visitors. Consequently, the South of Market has a rather poor image as an attractive area and is, undeniably, a high need area for physical improvements. Nonetheless, the SOM works well for its residents, workers and business operators who, in surveys, scored SOM low in cleanliness and safety standards and high in identity/sense of community, comfort, quiet and affordability standards. Those surveyed universally expressed a desire to remain in the area permanently.

The area's environmental deficiencies can be ameliorated over time by both public and private investments in maintenance of street and sidewalk space and building stock; increased greenery and park spaces; increased transit, parking and improved pedestrian circulation systems; and improved neighborhood services. This, along with maintenance of the area's positive features - lower scale, lower-density development, view corridors, sun exposure, quiet at night and on weekends, rich architectural character, diversity of activities and population—can improve neighborhood livability for SOM residents, workers and visitors.

OBJECTIVE 7

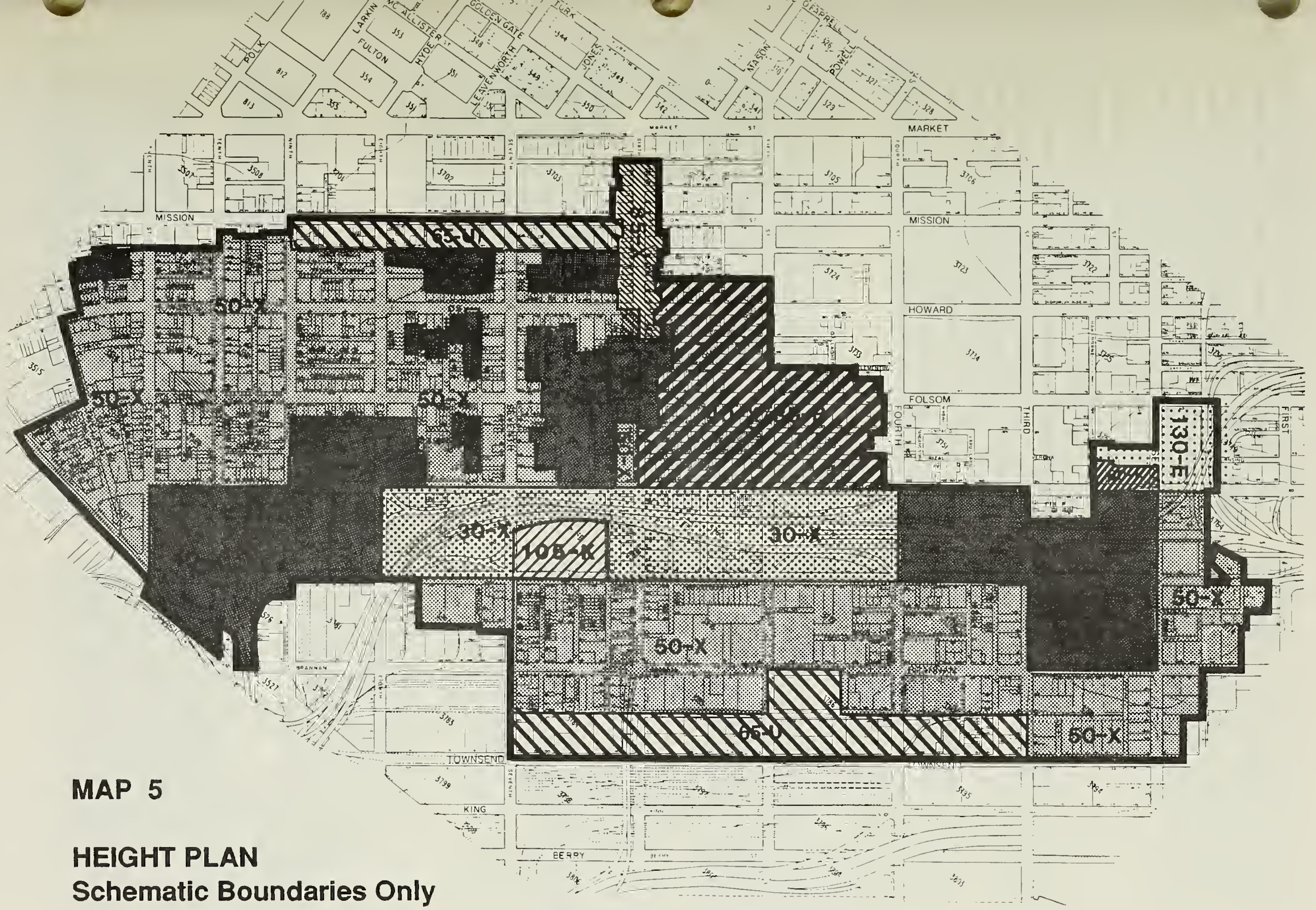
PRESERVE EXISTING AMENITIES WHICH MAKE THE SOUTH OF MARKET A PLEASANT PLACE TO LIVE, WORK AND VISIT.

POLICY 1

Establish height and building intensity limits for new development which would preserve the existing scale and strengthen the physical form of areas appropriate for new development, enhance the character of adjacent landmark buildings, maintain sun exposure to open space resources, and preserve view corridors.

The South of Market offers some of the most pleasant weather conditions in the City. Because of its low lying topography, its distance from clusters of tall buildings or hills, its proximity to the Bay and, most importantly, its generally low scale built environment, the SOM is sunny and warm, is protected from strong winds, and is fog free.

Because the SOM is deficient in private and public parks and open space resources, front stoops and sidewalks are used by area residents and workers as sitting, socializing and play areas. The street and sidewalk rights-of-way and the generous sunlight and air exposure provided by low scale development serve as valuable open space resources and contribute tremendously to the area's sense of openness and comfort. SOM


MARKET
MISSION
HOWARD
FOLSOM
TOWNSEND
KING
BERRY
BRANNAN
FIRST
THIRD
FOURTH
POLK
LARKIN
MC ALLISTER
FULTON
HYDE
GOLDEN GATE
LEAVENWORTH
TURK
JONES
MASON
POWELL
130-E
50-X
30-X
105-X
65-U
50-X
30-X
50-X
50-X
50-X
65-U

MAP 5

HEIGHT PLAN
Schematic Boundaries Only

- ▨ 30 FT
- ■ 40 FT
- ▨ 50 FT
- ▧ 65 FT
- ▨ 80 FT
- ▧ 40/85 FT
- ▧ 85 FT
- ▨ 105 FT
- ▨ 130 FT

streets provide views of distant open space and natural land forms and bodies of water which create focal points, give visual orientation to the pedestrian and motorist, provide a sense of openness and sensual relief from the immediate environment, and provide a visual/psychological link with regional open space resources. Views act as psychological open space.

Height limits within the SOM should vary by location and by function of permitted activities. Areas which are designated primarily for service/light industrial activities should be limited to building heights which can most efficiently and economically accommodate these uses. Areas proposed for mixed residential/commercial/light industrial activities should, in combination with appropriate density standards, be limited to building heights which would be in scale with the surrounding neighborhood and which would provide adequate building heights to accommodate affordable new mixed use developments.

Based on these goals, a building height limit of 50 feet would be appropriate throughout most of the SOM area. Lower building heights should be maintained in areas bordering public open space and the elevated freeway in order to preserve sun exposure to parks, and to protect views of the water, open space and cityscape from the elevated roadway. Within residential enclaves, a maximum height limit of 40 feet would be appropriate.

East of Sixth Street facing properties and north of Harrison Street, building height limits should be flexible in order to facilitate the development of affordable housing as well as to encourage an appropriate transition in building heights from existing taller buildings and adjacent or nearby park, open space and view corridor resources.

POLICY 2

Preserve the architectural character and identity of South of Market residential and commercial/industrial buildings.

The SOM is endowed with a number of architecturally attractive residential, commercial and industrial buildings as well as a pleasant, pedestrian-oriented scale of development from which to view these buildings. These resources add interest and excitement to the SOM, create neighborhood identification, and provide orientation points in an area with few prominent natural features.

Many of the commercial buildings share a common industrial architectural character. The style of the buildings range from pre-20th Century simple brick and timber industrial style to 1930's and 40's Art Deco stylized buildings which often have more elaborate detailing and articulation of building surfaces than their predecessors.

Although the mixture of SOM business activities through the years has resulted in a wide variety of commercial and industrial building types, the designers of these buildings were sensitive to the architectural character of the area. Most of the SOM's commercial/industrial buildings are linked by common architectural elements, including scale and proportion, texture, coloring, materials and patterns of facade and window treatments. The legacy of these buildings is a reminder of San Francisco's rich industrial and commercial heritage.

Residential buildings, likewise, provide rich scale, texture, architectural character and visual interest for the SOM. Most of the residential structures are three-story flats and apartments grouped in enclaves along the interior side streets. They are generally built in the Edwardian style, and their lack of pretension reflects the working class population which occupied the area after the fire. Very few buildings are out of scale or conflict in style with one another.

The area's prevailing scale and continuity of architectural style is a positive feature and imparts a distinct visual character and identity for the area. The City should encourage the architectural design of new SOM development and major rehabilitation of existing buildings to complement and enhance the architectural character of the area and, in particular, to be compatible in scale, style, texture, color and materials with nearby handsome older buildings.

POLICY 3

Preserve areas which contain groups of buildings of historic, architectural, or aesthetic value and which are linked by important historical or architectural characteristics.

In some areas of the SOM, there are grouping of buildings with similar physical characteristics or historical background. These areas take on a unique quality which is traceable to the prevailing style or the history of the buildings. Some buildings are, individually, of landmark quality. The buildings which are not of individual architectural or historical importance often provide a complementary setting and context within which to view the individual landmark quality buildings. These contributory buildings create a visually distinctive environment and impart a sense of place and identity for the district. They aid in defining and maintaining the character of the district and, as such, their preservation takes on an increased importance. In many cases, the loss of any one of the contributory buildings, although not of individual landmark quality, would diminish the visual prominence of the landmark buildings within the grouping, and may substantially alter the contextual setting and special character of the district. Whenever possible, these contributory buildings should be preserved.

The area shown on Map 6, p.23, contains clusters of important structures. This area should be made an Historic District.

POLICY 4

Preserve individual architecturally and/or historically significant buildings which contribute to the area's identity, give visual orientation, and which impart a sense of continuity with San Francisco's past.

Approximately 30 structures outside the proposed Historic District have been identified and rated through a comprehensive and systematic review process as buildings of particular architectural and/or historical significance. These structures are listed in the following Table.

These structures should be considered for designation as City landmarks. See Significant and Contributory Buildings, p.22.

POLICY 5

Provide incentives for preservation of landmark quality buildings and contributory buildings in historic districts.

Adaptive reuse of landmark and contributory buildings should be encouraged as a means of facilitating the retention and sensitive rehabilitation of these structures, particularly the more vulnerable and costly to rehabilitate unreinforced brick buildings. To facilitate retention of these structures and their seismic upgrading, these buildings should be permitted to be converted to office use.

In addition, when it is concluded that it is economically necessary to insure the preservation of the building, and when deemed appropriate to the preservation of the qualities which make the building important, the on-site parking and/or freight loading requirements should be permitted to be reduced.

OBJECTIVE 8

IMPROVE AREA LIVABILITY BY PROVIDING ESSENTIAL COMMUNITY SERVICES AND FACILITIES.

South of Market community services and resources have been a neighborhood concern for many years. Previous studies and current inventories of neighborhood-serving human service providers reveal underserved segments of the South of Market population. The diversity of the 10,000+ South of Market residents pose difficulties in conveniently, effectively and affordably meeting their varied community service needs. The multi-cultural nature, low incomes, age characteristics and homeless segments of this neighborhood often require community services to be tailored to specific population groups.

Accessible primary health care and other community services should be available throughout the South of Market. The location of community services tailored to specific in-need populations should be carefully evaluated in order to maintain and improve neighborhood livability.

POLICY 1

Encourage the careful location and expansion of essential neighborhood-serving community and human service activities throughout the South of Market, exclusive of the residential enclaves.

Location of human service activities, such as health and day care centers, recreation programs, cultural centers, employment and tenant counseling programs, information and referral programs, senior escort and transportation services, and other essential services required of the area's residents including the elderly, frail, homeless and medically needy individuals should be encouraged in the SOM. The City should facilitate the careful location and expansion of essential substance abuse, mental health or temporary shelter programs while limiting the concentration of such activities within any one neigh-

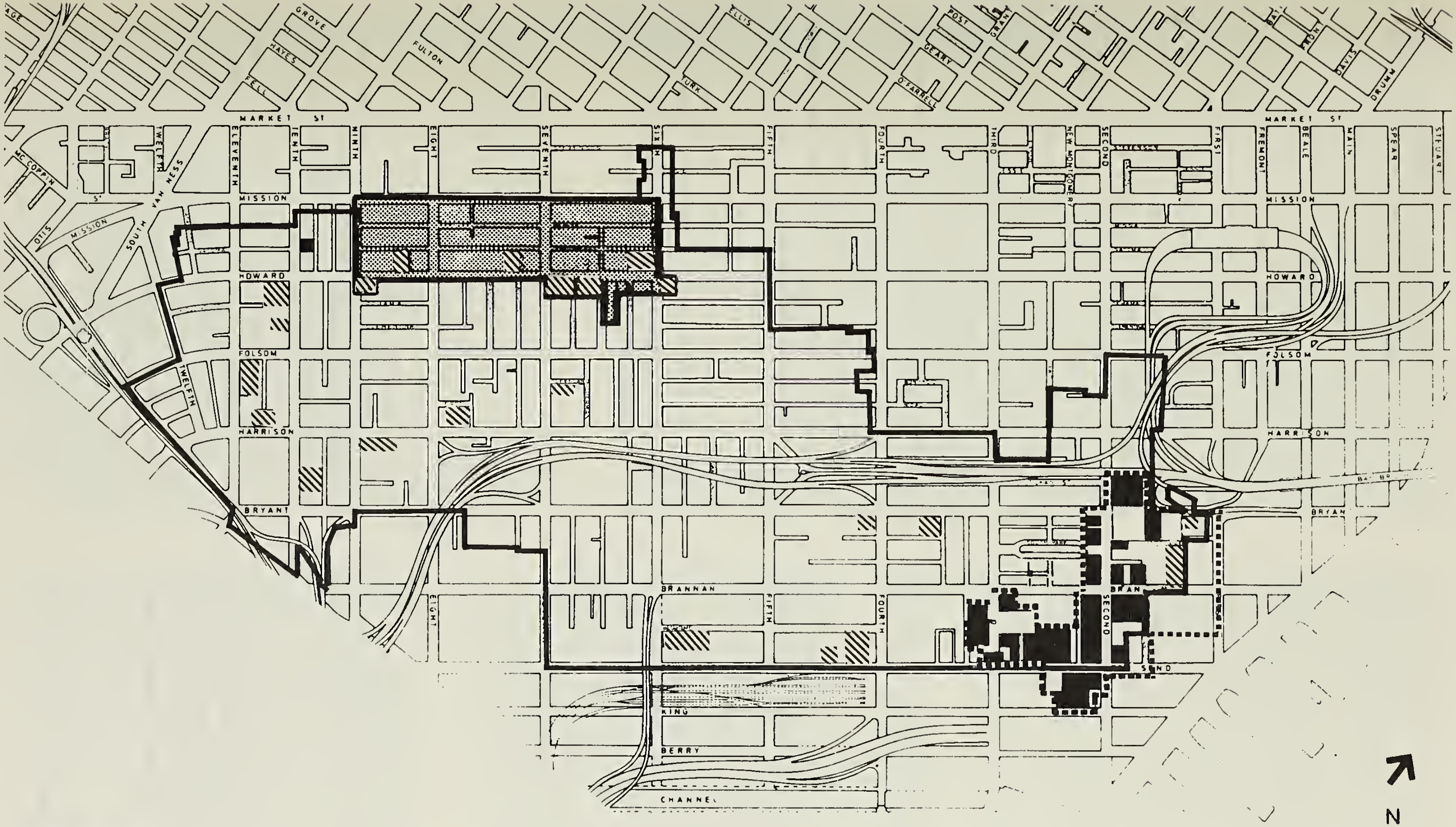
SIGNIFICANT AND CONTRIBUTORY BUILDINGS

I. LIST OF SIGNIFICANT BUILDINGS LOCATED OUTSIDE OF THE PROPOSED HISTORIC DISTRICT.

Assessor's Block/Lot	Address
3787/31	475 Brannan St.
3776/41	539 Bryant St.
3777/48	673 Bryant St.
3520/30C	1477-1479 Emberly Alley
3517/13	1400 Folsom St.
3520/30B	1477 Folsom St.
3520/30	1489 Folsom St.
3757/62	1275 Harrison St.
3520/16	1440 Harrison St.
3755/27	7 Heron St.
3731/94	1035 Howard St.
3731/74	1049 Howard St.
3731/42	1097 Howard St.
3727/14	1126 Howard St.
3728/14	1234 Howard St.
3517/35	1401 Howard St. (City Landmark No.120)
3517/34	1415 Howard St.
3728/89	1235 Mission
3786/13	310 Townsend St.
3786/15	350 Townsend St.
3785/2A	410 Townsend St.
3777/1	500 Fourth St.
3787/29	601 Fourth St.
3726/11	182 Sixth St.
3726/2	106 Sixth St.
3732/124	201 Sixth St.
3785/7	665 Sixth St.
3754/18	335 Seventh St.
3729/82	201 Ninth St.
3509/14	165 Tenth St.
3525/59	465 Tenth St.
3520/29	319 Eleventh St.
3520/28A	333 Eleventh St.

II. LIST OF CONTRIBUTORY BUILDINGS LOCATED WITHIN THE PROPOSED HISTORIC DISTRICT.

Assessor's Block/Lot	Address
3774/27	274 Brannan St.
3789/9	275 Brannan St.
3775/8	300 Brannan St.
3788/37	301 Brannan St.
3774/8	333 Bryant St.
3774/68	355 Bryant St.
3774/67	385 Bryant St.
3789/10	52 Colin P. Kelly St.
3794/23	128 King St.
3794/15	101 Townsend St.
3794/14	111 Townsend St.
3794/10	115 Townsend St.
3794/22	135 Townsend St.
3788/9	136 Townsend St.
3794/21	139 Townsend St.
3788/9A	144 Townsend St.
3788/10	148 Townsend St.
3788/12	166 Townsend St.
3788/13	180 Townsend St.
3764/70	461 Second St.
3775/1	500 Second St.
3775/2	512 Second St.
3775/4	522 Second St.
3774/48	533 Second St.
3774/44	536 Second St.
3775/5	544 Second St.
3774/64	545 Second St.
3774/45	555 Second St.
3774/31	599 Second St.
3789/8	601 Second St.
3789/7	625 Second St.
3788/38	634 Second St.
3788/2	640 Second St.
3788/2A	650 Second St.
3788/43,44	670 Second St.
3788/6	698 Second St.
3789/4	699 Second St
3788/19	625 Third St.
3787/8	660 Third St.
3788/41	665 Third St.
3788/15	685 Third St.


N
MARKET ST
STEUART
SPEAR
MAIN
BEALE
FREMONT
FIRST
SECOND
NEW MONTGOMERY
THIRD
FOURTH
FIFTH
SIXTH
SEVENTH
EIGHT
NINTH
TENTH
ELEVENTH
TWELFTH
SOUTH VAN NESS
MISSION
HOWARD
FOLSOM
HARRISON
BRYANT
BRANNAN
KING
BERRY
CHANNEL
OTIS
McCOPPIN
GROVE
HAYES
FELL
FULTON
TURK
ELLIS
O'FARRELL
GEARY
POST
GRANT
DAVIS
DRUMM

MAP 6

BUILDINGS OF ARCHITECTURAL AND/OR HISTORICAL MERIT

- ······· Proposed South End Historic District
- ▒ Proposed Extended Preservation District
- ▨ Significant Buildings Outside The Proposed South End Historic District
- ■ Contributory Buildings Within The Proposed South End Historic District

borhood. Within the residential enclaves, some human service activities should be allowed in existing non-residential, nonconforming buildings with conditional use authorization.

Certain human service activities, such as "homeless" shelter programs, food programs, substance abuse programs and mental health and other board and care facilities, should be carefully sited within the SOM and should be permitted only as a conditional use within the SOM, exclusive of the residential enclaves where they should not be permitted. Adequate police, street cleaning and other such services should be provided to the area when these human service programs are located within the SOM.

POLICY 2

Encourage the location of neighborhood-serving retail and community service activities throughout the South of Market.

Although neighborhood-serving retail activities have been permitted as a principal use throughout the SOM under present zoning controls, the area remains conspicuously deficient in convenience retail and personal service activities such as laundromats, a supermarket, late hour and weekend low-cost restaurants, automatic teller machines, shoe repair and the like. The City should actively encourage the location of these activities throughout the SOM and particularly within the densely residential areas. Additionally, non-profit community service programs serving SOM residents are in need of larger, more conveniently located space and should be encouraged to locate within the area.

POLICY 3

Make better use of existing recreation and open space resources and facilities within the South of Market.

The South of Market is deficient in private open space resources such as rear yards, decks or balconies. Public open space and recreation facilities in the South of Market area are also very limited. Therefore it is very important that existing facilities and programs be maintained.

The Recreation and Park Department has an agreement with the Board of Education to share in the use and maintenance of Bessie Carmichael School as a children's play area. This cooperation needs to be maintained and, if possible, extended to increase the play areas, equipment and hours of operation.

Nearly one-third of the seniors (over 65 years of age) living in the Yerba Buena Center (YBC) area regularly use the undeveloped open space on top of the Moscone Center. At present this open space consists of a paved walkway which widens into a large gravel-covered rooftop area containing planters with seasonal flowers and curved concrete walls defining planting areas. In its present form it is a rather sparse, unattractive and uncomfortable rooftop open space and seems ill-equipped to serve the nearby senior population. It is, however, the only public open space in the immediate area, and has the potential of serving a very large number of area residents, workers and visitors. The City should work with the designers of the proposed Yerba Buena Gardens (YBG) project to encourage the redesign and improvement of existing open space resources within the YBC area including the provision of adequate safe, clean, quiet, and sun lit seating and resting areas and passive recreation programs to serve the various nearby population groups, particularly the large concentration of elderly residents.

Community gardens around YBC have proven very successful in providing outdoor passive recreation, sitting and gathering spaces for the area's senior citizens. These resources should be further encouraged.

POLICY 4

Create new parks and recreational facilities for the enjoyment by area residents, workers, and visitors.

Presently, only four public open spaces exist in the South of Market area: South Park, an oval-shaped open space of less than one acre surrounded by residential and commercial development; landscaped areas on top of the Moscone Center; and a .22 acre minipark at Langton and Howard Streets, consisting of a children's play area, grassy areas, and sitting facilities and a 1.9 acre park and recreation facility at the corner of Sixth and Folsom Streets. In addition, there are two paved playground facilities, one at Bessie Carmichael School located at Folsom and Columbia Streets and another at the Filipino Education Center located at Fourth and Harrison Streets.

The proposed 5 to 7 acre Rincon Point Park to be located on the waterfront, south of the Ferry Building; and the 5 acre South Beach Park to be developed southeast of Second and King Streets will serve the eastern portion of the SOM area, far distant from the major concentrations of existing SOM residents. Additionally, a variety of open spaces totalling 6.25 acres are planned for the central block of the Yerba Buena Gardens bounded by Mission, Third, Howard and Fourth Streets. Since this project is located in close proximity to major concentrations of senior housing, these spaces should be designed with the special needs of this population in mind.

Acquire a large park site.

Even after these proposed parks have been built, the western SOM, which has a sizable residential population, will remain deficient in open space. New open space should be created within this area. Residents of the area overwhelmingly favor one large park with grass, trees, and flowers over several mini-parks.

The City should acquire a major open space/park site within the western SOM and develop it as a large soft surface and informal park with enough space for active turf sports, play areas for pre-school and school age children, and green landscaped spaces for teens, adults, and seniors in different social groupings. The park and park use program should be developed according to the stated preferences of residents and should complement the uses of the Sixth/Folsom Street park and recreation facility.

Establish an open space requirement for new commercial/industrial developments and conversion of space to office use.

Publicly accessible open space resources should be required to be included in the project design of new commercial, institutional, service, industrial or mixed use developments. New office development and conversions of space to office use should provide publicly accessible open space resources. This open space should be designed to be accessible to area workers during weekday hours and to area residents during both weekday and weekend day and early evening hours. It is envisioned that small, landscaped areas could be designed within the project site to provide attractive table and sitting areas for lunch time eating and socializing by area workers. These same spaces could be used by area residents on the weekends. Small tot-lots could be used by area residents throughout the weekday and weekend daylight hours. Blank building walls could double as handball or tennis backboards. A wide variety of simple and inexpensive passive and active recreational elements should be incorporated into the project design to provide essential open space resources to area workers and residents. The private development would be responsible for costs associated with the design, development, insurance, regular maintenance and safe operation of this open space.

This requirement should be allowed to be satisfied on public property and could be used to improve and maintain the Townsend, Bluxome, Ritch and Second Streets pedestrian network, any appropriate abandoned rail rights-of-ways, and any other open space/pedestrian walkway facilities serving SOM workers and visitors. Businesses operating exclusively during nighttime hours should be exempt from an open space requirement when it is infeasible to provide public access to such an open space during daytime hours.

Establish on-site open space requirements for all new residential development.

New residential development should provide adequate usable, unenclosed private or common open space resources (or solaria) easily accessible to project residents. Open space standards for each type of residential use should incorporate adequate flexibility in design, character and location of these open spaces in order to facilitate affordable in-fill housing development. In new mixed use developments, common, unenclosed residential open space areas should be provided as a rear yard, rooftop garden, or elsewhere on the lot or within the development where it is clearly accessible to and for the exclusive use by the residents.

POLICY 5

Create a visually prominent, safe and clean pedestrian circulation network throughout the South of Market.

South of Market sidewalks are frequently blocked by parked vehicles, stacked delivery goods, garbage bins, and piles of discarded trash. Pedestrians are often forced by these obstacles to use the street space for travel. This is especially dangerous along the higher speed thoroughfares where double-parked vehicles further reduce the line-of-sight of passing motorists and force pedestrians further into the street space to pass by the sidewalk obstructions.

The SOM is home to a significant number of children and senior citizens who are particularly vulnerable to potential safety hazards and are inconvenienced by the lack of effective pedestrian circulation space. In an area as deficient in private and public open space as the SOM is, the sidewalk space is especially important as a means of experiencing a sense of open space, of enjoying sunlight exposure, of sitting, relaxing and people-watching, and as a play area for small children.

POLICY 6

Restore sidewalks as pedestrian circulation spaces and establish a pedestrian network to improve the safety and convenience of pedestrian travel to and throughout the South of Market (see Map 7).

Restoration of the sidewalks in the South of Market as pedestrian circulation spaces will require establishing a preferential parking program for residents, improving transit service for workers, and maintaining regular enforcement of area parking controls. These measures should be included within the annual work program and budgets of the appropriate implementing city agencies.

A visually prominent pedestrian circulation network should be created. It should incorporate pedestrian-only walkways and selected pedestrian-oriented streets which would link major SOM activity centers, open space resources, and view corridors to the waterfront.

Pedestrian-oriented streets (similar to the popular European "WOONERFS") incorporating exclusive pedestrian walkways, landscaped sitting and play areas, and limited vehicular access should be created within some selected predominantly residential side streets.

Pedestrian network.

The City should build on the pedestrian network established in the Downtown Plan (which includes the United Nations Plaza to Bessie Carmichael School linkage) by adding Howard, Folsom, Townsend, and Ninth Streets as pedestrian-oriented streets.

The feasibility of creating pedestrian-dominated streets (like the popular European WOONERFS), incorporating sitting and play areas, within some residential enclaves should be explored. Pedestrian-dominated side streets consist of carefully designed combinations of parking, vehicular access, landscaped open space, pedestrian circulation and play areas sharing the public right-of-way. Through traffic is limited to pedestrians and vehicles serving adjacent residential or commercial/ industrial uses. Some SOM side streets, such as the stub end of Natoma Street, would work very well as a pedestrian-oriented street, providing adequate parking and vehicular access to neighboring uses while creating safe and attractive open space and play areas in an area severely deficient in these resources.

One or two small mid-block parcels should be identified for development as attractive open space pedestrian through-ways serving as extensions of the pedestrian network in the area bound by Howard and Harrison, Fourth and Fifth Streets. These pedestrian corridors should be designed to provide safe, clean, quiet and sunny sitting areas and other socializing spaces within comfortable walking distance to and from the large concentrations of senior housing.

The location of pedestrian-oriented retail activity along the ground floor frontage of buildings lining the pedestrian network should be encouraged. Concentration of pedestrian- oriented or cultural arts/ entertainment activities would enhance and strengthen the prominence of the pedestrian network and would improve the safety, security and convenience of the pathway to its users.

Rail rights of way.

Where rail tracks are no longer needed the abandoned rail rights-of-way along Townsend, Bluxome, Ritch and Second Streets should be connected to safe and attractive pedestrian ways.

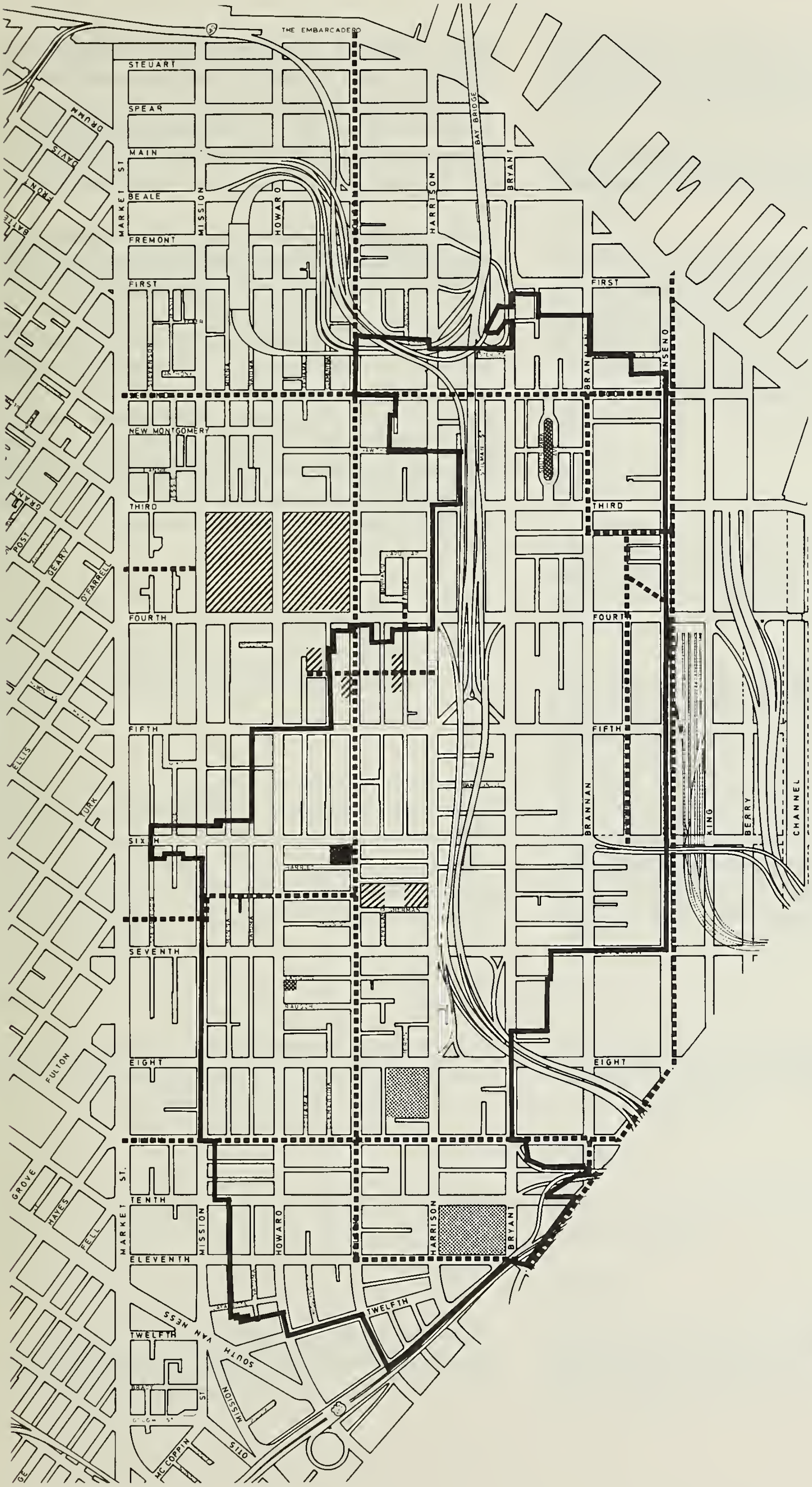
Street landscaping program.

A landscaping program for the South of Market, including the residential side streets and abandoned rail rights-of-way, should be developed. The installation of street trees should be required of new development and major renovation or conversions of buildings.

POLICY 7

Improve street and sidewalk maintenance including enforcement of parking regulations, regular street and sidewalk cleaning, rodent eradication, and trash removal.

A major environmental problem in the SOM is the presence of rodents, pests and discarded trash throughout the densely populated residential neighborhoods. A thorough and regular rodent eradication, trash removal and sidewalk cleaning program would improve the quality of life within the SOM immeasurably.


THE EMBARCADERO
STEUART
SPEAR
MAIN
BEALE
FREMONT
FIRST
NEW MONTGOMERY
THIRD
FOURTH
FIFTH
SIXTH
SEVENTH
EIGHT
TENTH
ELEVENTH
TWELFTH
MARKET ST
MISSION
HOWARD
HARRISON
BRYANT
BAY BRIDGE
BRANNAN
TOWNSEND
KING
BERRY
CHANNEL
STEVENSON
SOUTH PARK
DRUMM
DAVIS
FRONT
BATTERY
GRANT
POST
GEARY
O'FARRELL
ELLIS
TURK
FULTON
GROVE
HAYES
FELL
SOUTH VAN NESS
MISSION
OTIS
MC COPPIN

MAP 7

OPEN SPACE AND PEDESTRIAN NETWORK

- ■ Existing Open Space
- ▨ Proposed Open Space
- ░ Proposed Large Park Opportunity Site
- ┅ Proposed Pedestrian Network

The City should implement a comprehensive rodent and pest eradication program throughout the SOM and particularly within the residential enclaves.

The City should implement a comprehensive trash removal program throughout the SOM and particularly within the residential enclaves.

As budget permits, the City should maintain and improve street cleaning programs throughout the SOM and implement a regular sidewalk washing and cleaning program, particularly along the pedestrian circulation network, along Sixth Street, and in areas where charitable and social service programs for the homeless and hungry population are located.

POLICY 8

Encourage the careful location and maintenance of public facilities such as public toilets, trash and debris receptacles, drinking water facilities, and benches.

The SOM is heavily traveled by pedestrian visitors, residents and workers. This foot traffic is expected to increase in the near future as pedestrian networks are established, day and nighttime retail activity is increased, and major open space resources are developed. It is important to provide convenience and litter control facilities to users of these resources as a means of improving and maintaining neighborhood livability standards, and simply facilitating and improving the enjoyment of these facilities by their users.

Public toilet facilities should be incorporated into all new public park or public recreation facilities along with sufficient funding for adequate staff, materials and programming resources in order to adequately accommodate the clean, safe, orderly, and convenient access to these facilities by area residents, workers and visitors.

Public trash receptacles should be installed and maintained throughout the SOM business and residential districts, particularly along pedestrian pathways.

Adequate street furniture, such as benches, street lighting, drinking water facilities, public phone booths, and trash receptacles, should be incorporated into pedestrian pathway landscape plans and programs. In addition, location plans and density controls for news racks and advertising signs should be developed for the South of Market area.

SUMMARY OF GOALS, OBJECTIVES AND POLICIES

BUSINESS ACTIVITY

OBJECTIVE 1

PROTECT EXISTING INDUSTRIAL, ARTISAN, HOME AND BUSINESS SERVICE, AND NEIGHBORHOOD-SERVING RETAIL, PERSONAL SERVICE AND COMMUNITY SERVICE ACTIVITIES FROM DISPLACEMENT AND FACILITATE THEIR EXPANSION.

POLICY 1

Exclude office uses in areas where light industrial/business service space predominates. Restrict the location of new office uses to certain specific and discrete subareas.

POLICY 2

Facilitate the preservation of and promote the development of affordable "live/work" loft studio space.

POLICY 3

Allow nighttime entertainment activities to locate in areas where such uses are compatible with nearby businesses and other daytime, non-reisdential uses, and allow expansion of existing nighttime entertainment activities when the expansion would result in improved area livability such as litter patrol, noise reduction and increased parking.

POLICY 4

Provide sufficient land and building area to accomodate the reasonable growth and expansion of the South of Market's diverse economic activities.

POLICY 5

Locate uses in areas according to a generalized land use plan.

POLICY 6

Allow existing businesses, which would not be allowed if they were new, to remain in their present location and space as nonconforming uses.

RESIDENTIAL ACTIVITY

OBJECTIVE 2

PRESERVE EXISTING HOUSING.

POLICY 1

Discourage the demolition of existing dwelling units or their conversion to non-residential use.

POLICY 2

Promote making existing rental housing permanently affordable for low- and moderate-income residents.

POLICY 3

Preserve South Park as a small scale, mixed use neighborhood.

OBJECTIVE 3

ENCOURAGE THE DEVELOPMENT OF NEW HOUSING, PARTICULARLY AFFORDABLE HOUSING.

POLICY 1

Increase the supply of housing without adversely affecting the scale, density, and architectural character of existing residential or mixed use neighborhoods or displacing light industrial and/or business service activities.

POLICY 2

Facilitate in-fill housing development on small or irregularly-shaped parcels within the predominantly residential neighborhoods.

POLICY 3

Encourage new, in-fill residential hotel development along Sixth Street.

POLICY 4

Encourage high density, predominantly residential mixed use development on vacant parcels between Stevenson, Harrison, Sixth and Fourth Streets.

POLICY 5

Encourage small scale in-fill new residential or mixed use development west of Sixth Street.

TRANSPORTATION

OBJECTIVE 4

DEVELOP TRANSIT AS THE PRIMARY MODE OF TRAVEL TO AND FROM OTHER PARTS OF THE CITY AND REGION.

POLICY 1

Expand local transit lines linking the South of Market to all regional transit facilities and to the rest of the City.

OBJECTIVE 5

MINIMIZE THE IMPACT ON THE LIVABILITY OF THE AREA OF AUTO TRAFFIC THROUGH AND TO/FROM THE SOUTH OF MARKET.

POLICY 1

Provide incentives for the use of transit, taxi, carpools and vanpools, and reduce the dependence on automobile parking facilities, particularly by area workers.

POLICY 2

Promote the more efficient use of existing parking resources throughout the South of Market.

POLICY 3

Institute a residential preferential parking program.

POLICY 4

Provide adequate parking and loading resources for new South of Market residential and business development.

POLICY 5

Provide an adequate amount of on-street curbside freight loading spaces throughout the South of Market.

POLICY 6

Construct in the South of Market new long-term parking garages to serve the downtown only as needed to replace the loss of long-term parking in the downtown core.

OBJECTIVE 6

MAINTAIN AND ENSURE THE AVAILABILITY OF RAIL FREIGHT SERVICE THROUGH THE SOUTH OF MARKET AREA TO THE PORT OF SAN FRANCISCO.

POLICY 1

Establish a rail service program.

AREA LIVABILITY

OBJECTIVE 7

PRESERVE EXISTING AMENITIES WHICH MAKE THE SOUTH OF MARKET A PLEASANT PLACE TO LIVE, WORK AND VISIT.

POLICY 1

Establish height and building intensity limits for new development which would preserve the existing scale and strengthen the physical form of areas appropriate for new development, enhance the character of adjacent landmark buildings, maintain sun exposure to open space resources, and preserve view corridors.

POLICY 2

Preserve the architectural character and identity of South of Market residential and commercial/industrial buildings.

POLICY 3

Preserve areas which contain groups of buildings of historic, architectural, or aesthetic value and which are linked by important historical or architectural characteristics.

POLICY 4

Preserve individual architecturally and/or historically significant buildings which contribute to the area's identity, give visual orientation, and which impart a sense of continuity with San Francisco's past.

POLICY 5

Provide incentives for preservation of landmark quality buildings and contributory buildings in historic districts.

OBJECTIVE 8

IMPROVE AREA LIVABILITY BY PROVIDING ESSENTIAL COMMUNITY SERVICES AND FACILITIES.

POLICY 1

Encourage the careful location and expansion of essential neighborhood-serving community and human service activities throughout the South of Market, exclusive of the residential enclaves.

POLICY 2

Encourage the location of neighborhood-serving retail and community service activities throughout the South of Market.

POLICY 3

Make better use of existing recreation and open space resources and facilities within the South of Market.

POLICY 4

Create new parks and recreational facilities for the enjoyment by area residents, workers, and visitors.

POLICY 5

Create a visually prominent, safe and clean pedestrian circulation network throughout the South of Market.

POLICY 6

Restore sidewalks as pedestrian circulation spaces and establish a pedestrian network to improve the safety and convenience of pedestrian travel to and throughout the South of Market.

POLICY 7

Improve street and sidewalk maintenance including enforcement of parking regulations, regular street and sidewalk cleaning, rodent eradication, and trash removal.

POLICY 8

Encourage the careful location and maintenance of public facilities such as public toilets, trash and debris receptacles, drinking water facilities, and benches.

III LAND USE INDEX

LAND USE

LAND USE
LAND USE

LAND USE

AN INDEX OF LAND USE POLICIES AND MAPS IN THE MASTER PLAN OF THE CITY AND COUNTY OF SAN FRANCISCO

SAN FRANCISCO
MASTER PLAN

LAND USE INDEX

AN INDEX OF LAND USE POLICIES AND MAPS
IN THE MASTER PLAN OF THE CITY AND COUNTY
OF SAN FRANCISCO

DEPARTMENT OF CITY PLANNING

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PUBLIC FACILITIES — III.1.16
AREAS SUBJECT TO FLOODING — III.1.16
POPULATION DENSITY AND BUILDING INTENSITY — III.1.25

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1. Generalized Residential Land Use Plan — III.1.3
2. Generalized Commercial and Industrial Land Use Plan — III.1.6
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5. Rincon Hill Land Use Plan — III.1.9
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26. Chinatown Land Use and Density Plan — III.1.33
27. Rincon Hill Height Limits — III.1.34

LAND USE INDEX

INTRODUCTION

California planning law requires every city and county to adopt a "comprehensive, long-term general plan for the physical development" of the community. Government Code Section 65302 specifies that every general plan must have nine elements, including a land use element:

> "which designates the proposed general distribution and general location and extent of the uses of the land for housing, business, industry, open space, including agriculture, natural resources, recreation, and enjoyment of scenic beauty, education, public buildings and grounds, solid and liquid waste disposal facilities, and other categories of public and private uses of land. The land use element shall include a statement of the standards of population density and building intensity recommended for the various districts and other territory covered by the plan."

Government Code Section 65302 also provides that the nine required elements of the Master Plan may, at the discretion of the county or city, be combined if the county or city complies with all requirements regarding the content of general plan elements. This modified approach is the approach taken in San Francisco. In the San Francisco Master Plan[a] land use policies and maps are not all contained in a single element called the Land Use Element. Rather, they are contained in various other elements of the Master Plan (for example, policies regarding the use of land for housing are included in the Residence Element) and in sections of the Master Plan called Area Plans which cover specific geographic areas (for example, land use policies for the area along the Bay between Aquatic Park and China Basin Channel are contained in the Northeastern Waterfront Area Plan).

In order to provide an easy reference to the various land use policies which are contained throughout the Master Plan, and to relate these policies and maps to the State law requirements regarding the content of land use elements this section of the Master Plan is being adopted. It cross references the State Law requirements for a land use element with the land use policies as contained in various elements and area plans of the San Francisco Master Plan.

Note: The term "General Plan" as used in the California Government Code and the term "Master Plan" as used in the Charter of the City and County of San Francisco are synonymous.

HOUSING

A land use element is required by the Government Code to include the "general distribution and general location and extent of the uses of land for housing." This required material is contained in the Residence Element and various Area Plans as indicated below.

Housing Land Use Policies from Other Parts of the Master Plan

Residence Element
Objective 1, Policies 1-6
Objective 3, Policies 1-3
Objective 4, Policy 2
Objective 7, Policy 9

Downtown Area Plan
Objective 7, Policies 1 and 2
Objective 8, Policies 1 and 2

Chinatown Area Plan
Objective 3, Policies 1 and 2

Rincon Hill Area Plan
Objective 1
Objective 6

Van Ness Avenue Area Plan
Objective 1, Policies 1 and 4
Objective 2, Policy 1
Objective 10, Policy 1

Western Shoreline Area Plan
Objective 11, Policies 1, 2 and 4

Northeastern Waterfront Area Plan
Objective 6, Policies 1-4

SUBAREAS
Base of Telegraph Hill
  Objective 17 , Policy 2
Ferry Building Area
  East Street Row, Policy 1
  Rincon Annex, Policy 2
North China Basin Area
  Residential Neighborhood, Policies 1-3
  Housing with Neighborhood Commercial, Policy 1
  Pier 46B, Policy 1

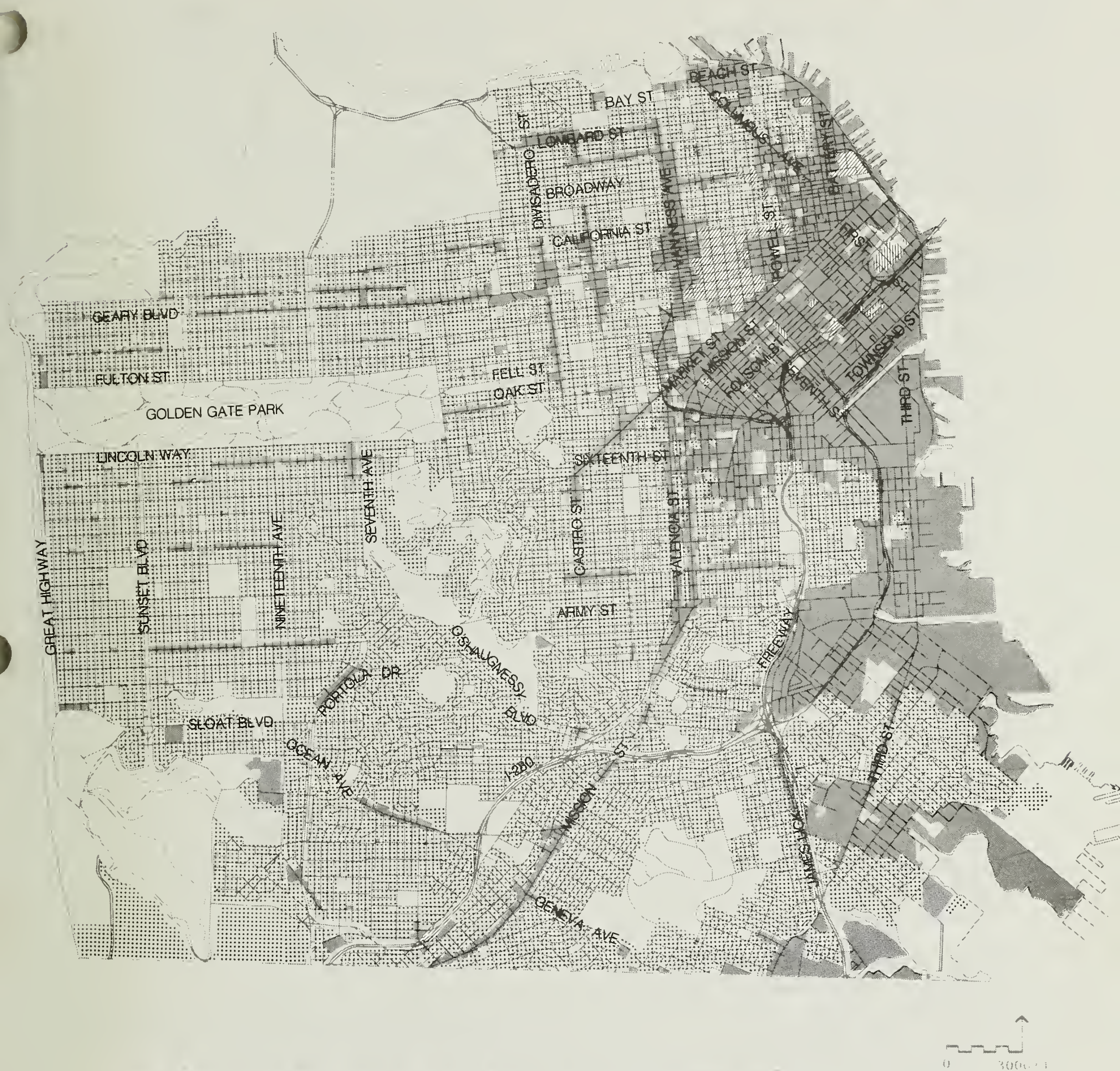
Central Waterfront Area Plan
Objective 2, Policy 1
Objective 6, Policies 1-3

SUBAREAS
China Basin
  Objective 17, Policy 2
Lower Potrero
  Objective 26, Policies 2 and 3

South Bayshore Area Plan
Objectives 3 and 4, Residence Policies and Plan Proposals 5-8
Executive Park
  Objective 13, Policy 5

Housing Land Use Maps from Other Parts of the Master Plan.

The following map constitutes the Generalized Residential Land Use Plan for the City.


BEACH ST
BAY ST
COLUMBUS AVE
BATTERY ST
LOMBARD ST
DIVISADERO ST
BROADWAY
VAN NESS AVE
POWELL ST
CALIFORNIA ST
FIRST ST
GEARY BLVD
MARKET ST
MISSION ST
FOLSOM ST
SEVENTH ST
TOWNSEND ST
THIRD ST
FULTON ST
FELL ST
OAK ST
GOLDEN GATE PARK
LINCOLN WAY
SIXTEENTH ST
SEVENTH AVE
CASTRO ST
VALENCIA ST
NINETEENTH AVE
SUNSET BLVD
GREAT HIGHWAY
ARMY ST
FREEWAY
O'SHAUGHNESSY BLVD
PORTOLA DR
SLOAT BLVD
OCEAN AVE
I-280
MISSION ST
JAMES LICK
THIRD ST
GENEVA AVE
0
3000

GENERALIZED RESIDENTIAL LAND USE PLAN

░ **RESIDENTIAL**
RH, RM districts

▨ **MIXED USE, predominantly Residential**
RC districts

■ **MIXED USE, predominantly Commercial/Industrial**
C, CM, M and NC districts

☐ **PUBLIC/OPEN SPACE**
P, OS districts

Source: Residence Element

COMMERCE AND INDUSTRY

A land use element is required by the Government Code to include the "general distribution and general location and extent of the uses of land for business and industry." This required material is contained in the Commerce and Industry Element and various Area Plans as indicated below.

Commerce and Industry Land Use Policies from Other Parts of the Master Plan

Commerce and Industry Element
Objective 1, Policy 3
Objective 2, Policy 1
Objective 4, Policies 3, 6, 11
Objective 5, Policies 4, 7, 8 and 9
Objective 6, Policies 1-10
Objective 8, Policies 1 and 2

Residence Element
Objective 6, Policy 2

Downtown Area Plan
Objective 1, Policy 1
Objective 2, Policies 1 and 2
Objective 3, Policies 1-4
Objective 4, Policy 1
Objective 5, Policy 1

Van Ness Avenue Area Plan
Objective 1, Policies 1 and 2

Western Shoreline Area Plan
Objective 6, Policy 5
Objective 11, Policies 2 and 7

Northeastern Waterfront Area Plan
Objective 1, Policies 1 and 2
Objective 2, Policy 5
Objective 3, Policies 1, 2, 4
Objective 4, Policies 1-3
Objective 5, Policies 1-5
Objective 10, Policy 4

SUBAREAS
Fisherman's Wharf Area
    Objective 11, Policies 1, 2 and 3
    Objective 12, Policies 1 and 2
Base of Telegraph Hill Area
    Objective 15, Policies 1 and 2
    Objective 16, Policy 1
    Objective 17, Policies 1 and 3
Ferry Building Area
    Objective 23
    Pier 3, Policies 5, 7 and 8
    Pier 1, Policy 2
    Ferry Building, Policy 2
    Agricultural Building, Policies 1 and 2
    Pier 24, Policies 2 and 3
    East Street Row, Policy 1
    Rincon Annex, Policies 1 and 2
    Hills Bros. Coffee, Policy 1
    Block 3741, Policy 1
    Inland Site, Policy 2
North China Basin
    Piers 26-38, Policy 1
    Blocks 3766-3771, Policy 2
    Piers 40-46A, Policy 3
    Housing with Neighborhood Commercial, Policy 1
    Historic Preservation, Policies 1 and 2
    Pier 46B Policy 1

Central Waterfront Area Plan
Objective 1, Policies 1 and 2
Objective 2, Policy 2
Objective 3, Policies 1, 2, 8, 10 and 11

Objective 4, Policies 1-4
Objective 5, Policies 1-4

SUBAREAS
Showplace Square
  Objective 11, Policies 1, 3 and 4
North Potrero
  Objective 14, Policies 1 and 2
China Basin
  Objective 15, Policy 1
Central Basin
  Objective 9, Policies 1, 2, and 3
  Objective 20, Policies 1 and 2
Islais Creek
  Objective 22, Policies 1-3
  Objective 24, Policy 1
Lower Potrero
  Objective 25, Policies 1 and 2

South Bayshore Area Plan
Objective 9, Policies 1, 3, 4, 7, 8, 9 and 10
Objective 10, Policies 1, 2, 3 and 4
Objective 13, Policies 1-4

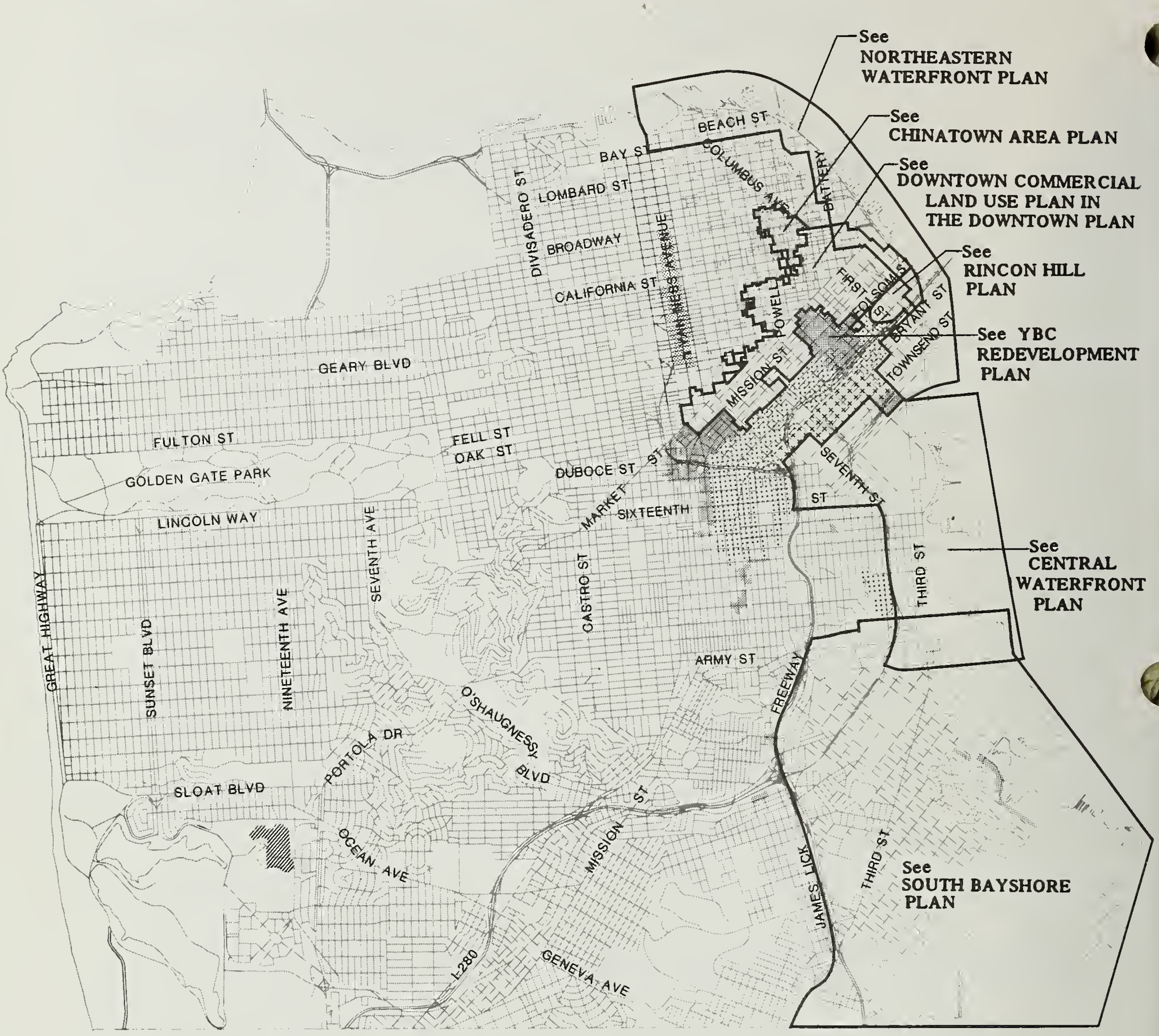
Chinatown Area Plan
Objective 4, Policies 1-3
Objective 5, Policy 1
Objective 6, Policy 2

Rincon Hill Area Plan
Objectives 2 and 3

Civic Center Area Plan
Objective 3, Policy 4

Commercial and Industrial Land Use Maps from Other Parts of the Master Plan

The following maps constitute the commercial and industrial land use plans for the areas they cover.


See NORTHEASTERN WATERFRONT PLAN
See CHINATOWN AREA PLAN
See DOWNTOWN COMMERCIAL LAND USE PLAN IN THE DOWNTOWN PLAN
See RINCON HILL PLAN
See YBC REDEVELOPMENT PLAN
See CENTRAL WATERFRONT PLAN
See SOUTH BAYSHORE PLAN
BEACH ST
BAY ST
COLUMBUS AVE
BATTERY
LOMBARD ST
DIVISADERO ST
BROADWAY
VAN NESS AVENUE
CALIFORNIA ST
FIRST
FOLSOM
BRYANT ST
POWELL
TOWNSEND ST
MISSION ST
GEARY BLVD
FULTON ST
FELL ST
OAK ST
GOLDEN GATE PARK
DUBOCE ST
MARKET ST
SEVENTH ST
LINCOLN WAY
SIXTEENTH
SEVENTH AVE
CASTRO ST
THIRD ST
GREAT HIGHWAY
SUNSET BLVD
NINETEENTH AVE
ARMY ST
FREEWAY
O'SHAUGHNESSY BLVD
PORTOLA DR
SLOAT BLVD
OCEAN AVE
MISSION ST
JAMES LICK
THIRD ST
I-280
GENEVA AVE

GENERALIZED COMMERCIAL AND INDUSTRIAL LAND USE PLAN

▨ MAJOR SHOPPING

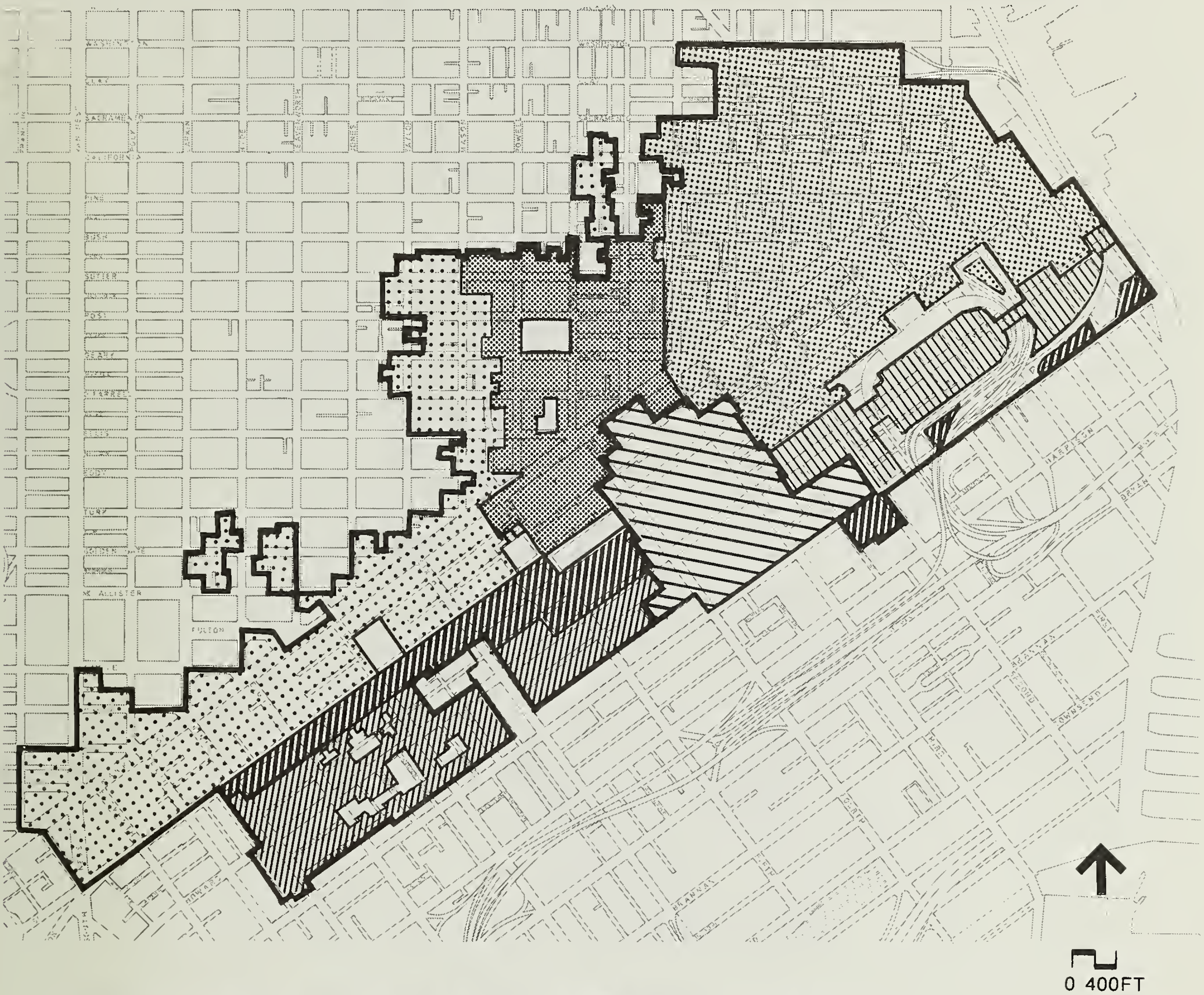
░ LIGHT INDUSTRY

▒ BUSINESS AND SERVICES

✚ GENERAL INDUSTRY

Note:
For Neighborhood Commercial Areas, see the Generalized Neighborhood Commercial Land Use and Density Plan.

Source: Commerce and Industry Element

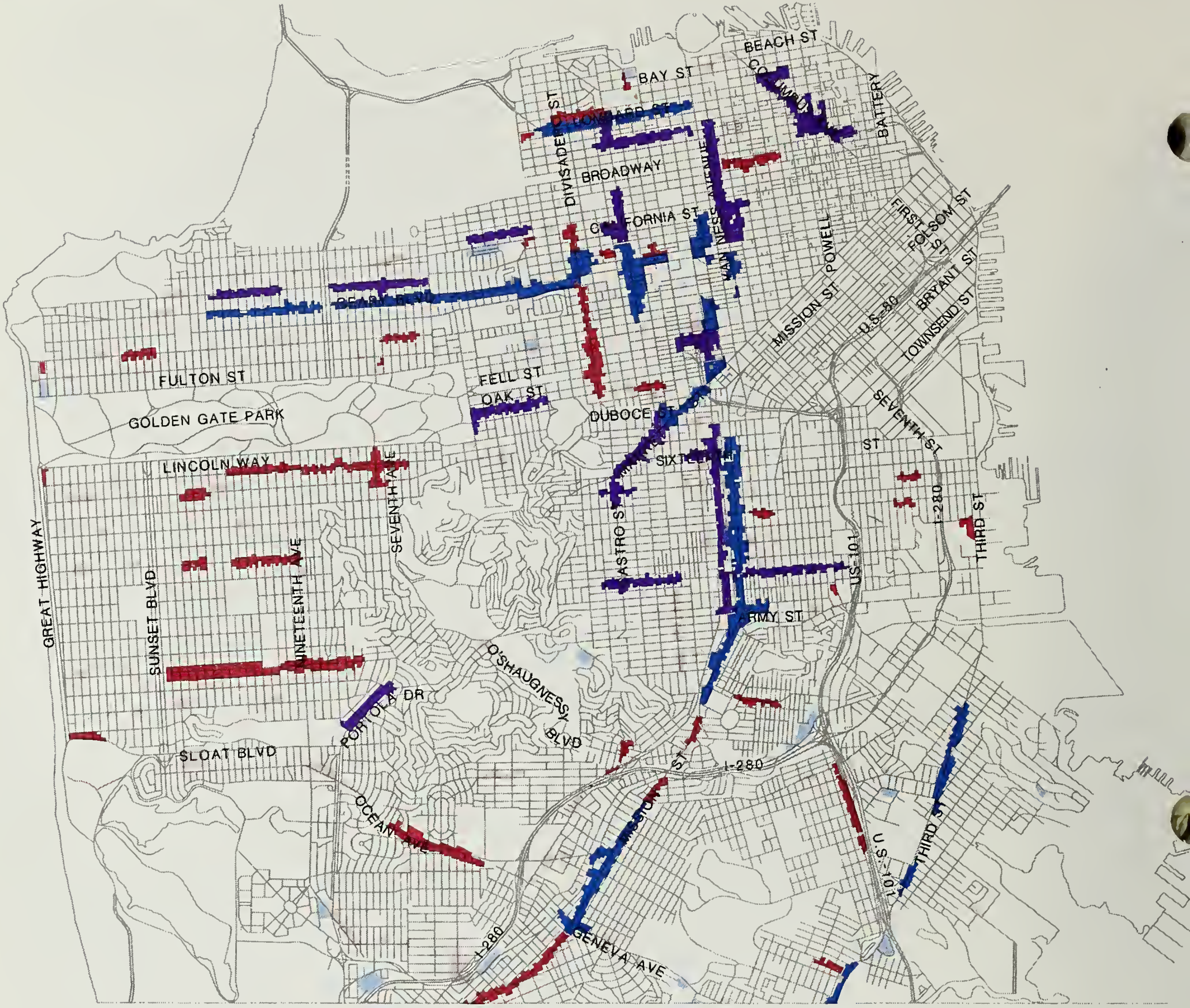


DOWNTOWN LAND USE AND DENSITY PLAN

	Predominant Commercial Use Type	Building Commercial Intensity Density*	Height	Appropriate Zoning District
░	Downtown Office	FAR 9:1		C-3-O
‖	Downtown Office	6:1		C-3-O (SD)
▓	Downtown Retail	6:1		C-3-R
⁘	Downtown General Commercial	6:1		C-3-G
▨	Downtown Service	5:1		C-3-S
▧	Downtown Service, Industrial Housing Conservation	2:1 office, 5:1 other		C-3-S (SU)
⧹	Mixed Use	See Yerba Buena Center Redevelopment Plan		

*Unused FAR may be transferred from preservation sites to development sites up to a maximum FAR of 18:1 in the C-3-O and C-3-O (SD) districts and up to one and one half times the basic FAR in the C-3-R, C-3-G and C-3-S districts. See Preservation of the Past Chapter.

Source: Downtown Area Plan

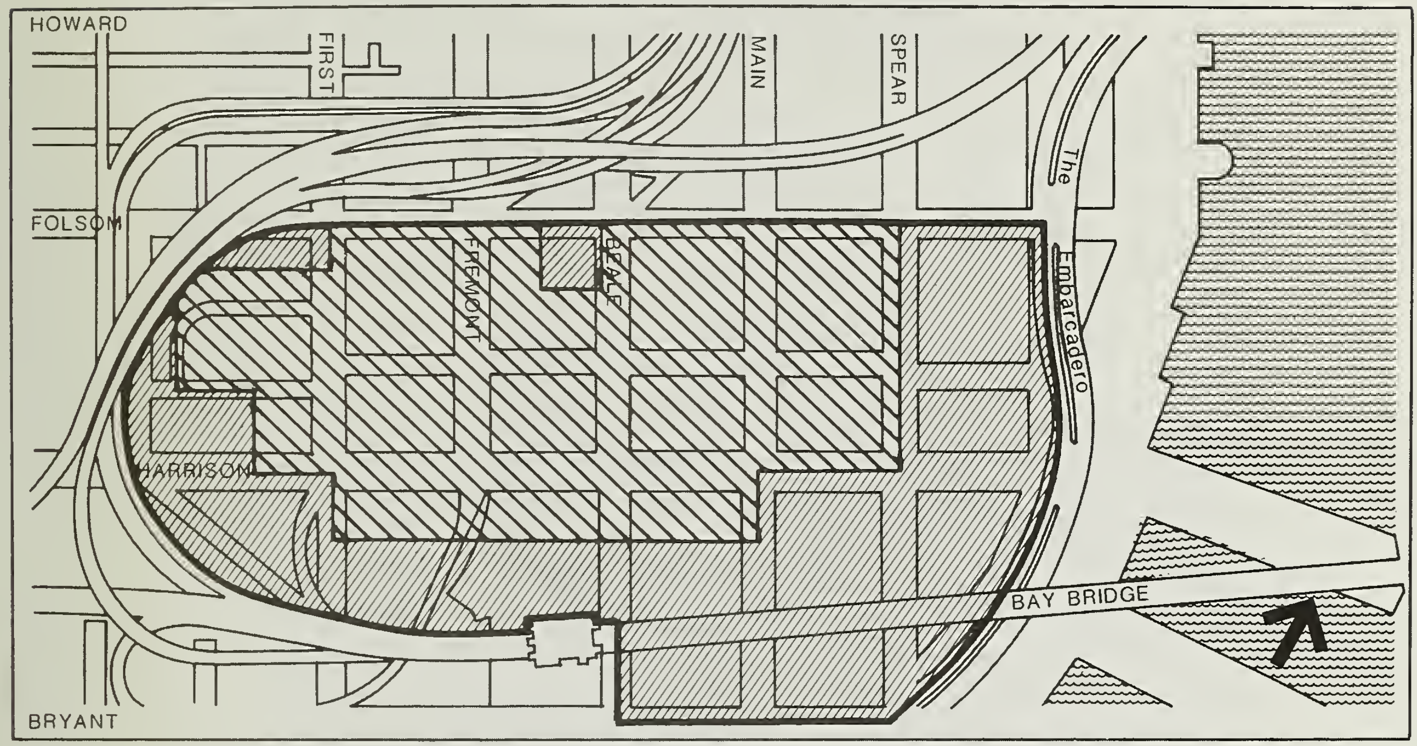

BEACH ST
BAY ST
COLUMBUS
LOMBARD ST
DIVISADERO ST
BROADWAY
BATTERY
CALIFORNIA ST
VAN NESS AVENUE
POWELL
FIRST ST
FOLSOM ST
BRYANT ST
TOWNSEND ST
MISSION ST
U.S. 80
GEARY BLVD
FULTON ST
FELL ST
OAK ST
DUBOCE ST
GOLDEN GATE PARK
SEVENTH ST
LINCOLN WAY
SEVENTH AVE
MARKET
SIXTEENTH
CASTRO ST
I-280
THIRD ST
US 101
GREAT HIGHWAY
SUNSET BLVD
NINETEENTH AVE
ARMY ST
O'SHAUGHNESSY BLVD
PORTOLA DR
SLOAT BLVD
I-280
MISSION ST
OCEAN AVE
THIRD ST
U.S. 101
GENEVA AVE
I-280

GENERALIZED NEIGHBORHOOD COMMERCIAL LAND USE AND DENSITY PLAN

0 3000 FT

		Commercial Intensity (Stories)
▨	Neighborhood Cluster	1
🟥	Small Scale Neighborhood District	1–2
🟦	Moderate Scale Neighborhood District	1-4
▨	Neighborhood Shopping Center	1-4
🟪	Individual Neighborhood District	1–4

Source: Commerce and Industry Element


HOWARD
FIRST
MAIN
SPEAR
The Embarcadero
FOLSOM
FREMONT
BEALE
HARRISON
BAY BRIDGE
BRYANT

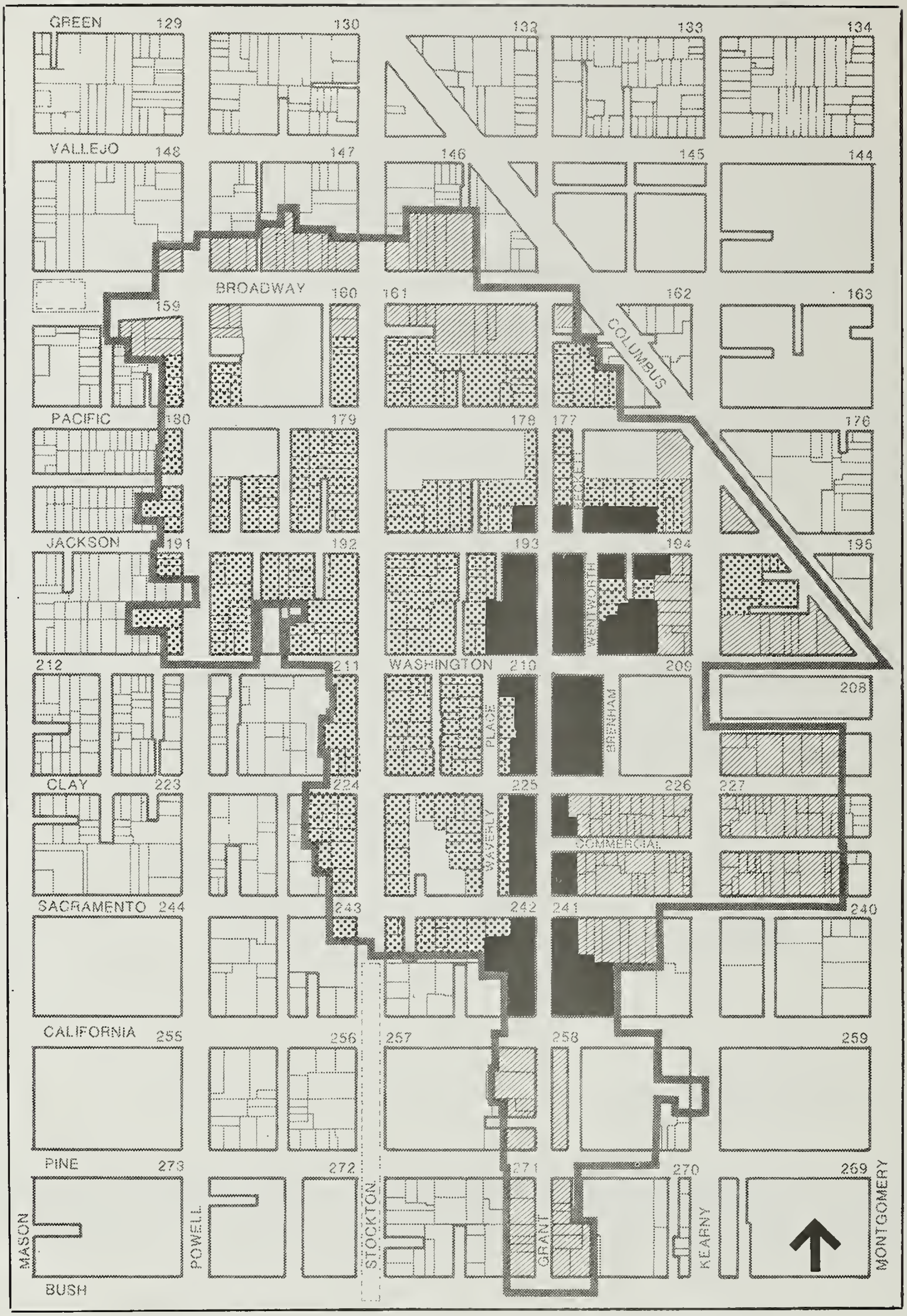
LAND USE PLAN

▨ **Residential**

▧ **Commercial/Industrial**

In Block 3766,Lot 5 along Beale Street is situated in a hollow and is a suitable site for a parking facility. The Residential category applies to the northern portion of this lot only at a level equal to or above the elevation of Harrison Street.

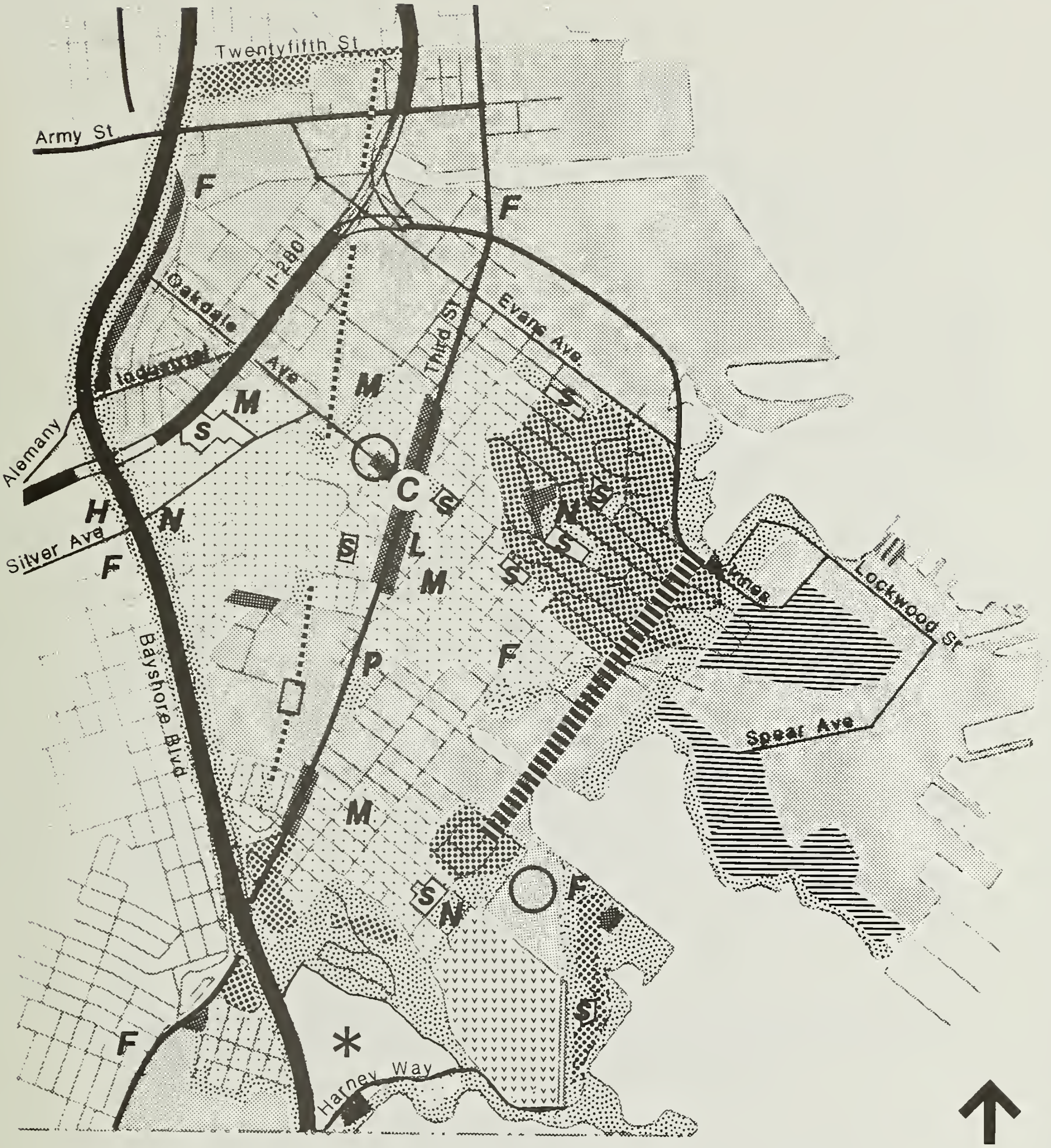
Source: Rincon Hill Area Plan


GREEN
129
130
132
133
134
VALLEJO
148
147
146
145
144
BROADWAY
159
160
161
162
163
COLUMBUS
PACIFIC
180
179
178
177
176
JACKSON
191
192
193
194
195
WENTWORTH
212
WASHINGTON
211
210
209
208
PLACE
BRENHAM
CLAY
223
224
225
226
227
WAVERLY
COMMERCIAL
SACRAMENTO
244
243
242
241
240
CALIFORNIA
255
256
257
258
259
PINE
273
272
271
270
269
MASON
POWELL
STOCKTON
GRANT
KEARNY
MONTGOMERY
BUSH

CHINATOWN LAND USE AND DENSITY PLAN

	PREDOMINANT COMMERCIAL USE TYPE	BUILDING COMMERCIAL INTENSITY DENSITY	APPROPRIATE ZONING DISTRICT
░	**Chinatown Residential Neighborhood Commercial**	FAR 1.0 : 1	CRNC
▨	**Chinatown Community Business**	2.8 : 1	CCB
■	**Chinatown Visitor Retail**	2.0 : 1	CVR

Source: **Chinatown Area Plan**


Twentyfifth St
Army St
F
F
I-280
Oakdale Ave
Industrial
Alemany
Third St
Evans Ave
M
S
M
S
C
S
H
N
Silver Ave
F
S
L
N
S
S
M
S
Innes
Lockwood St
F
P
Bayshore Blvd
Spear Ave
M
S
N
F
S
F
*
Harney Way

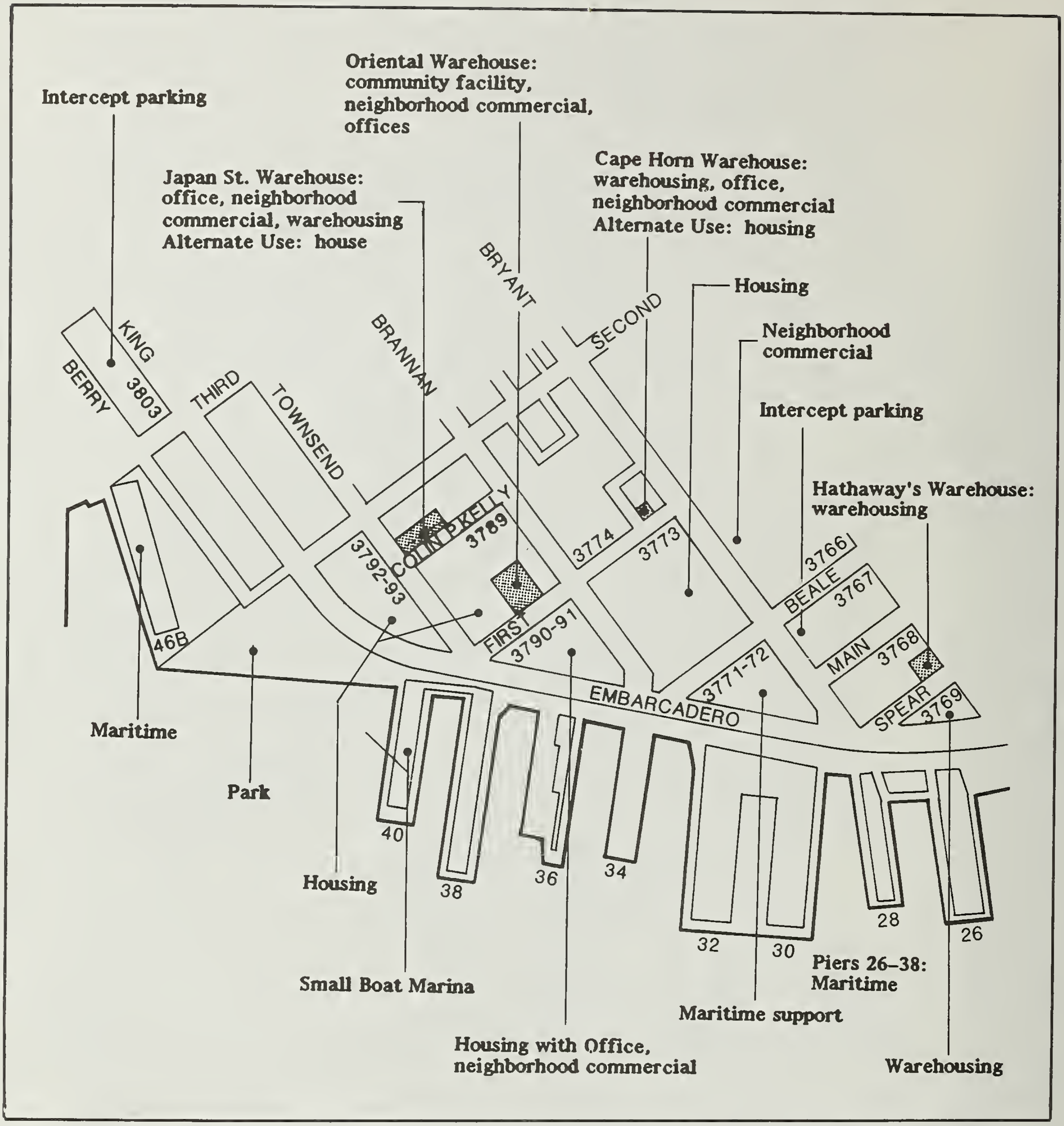
SOUTH BAYSHORE PLAN

- ⁘ Low Density Residential
- ▩ Medium Density Residential
- ⩔ Candlestick Park
- ░ Park, Recreation, Planted Area
- ■ Commercial
- ▒ Industrial
- ☰ Support Facilities, Naval Shipyard
- ○ Alternate Sites for Higher Educational Facilities

- **S** School
- **M** Mini Park
- **C** Community Center
- **N** Neighborhood Center
- **L** Library
- **H** Public Health Center
- **P** Police Station
- **F** Fire Station

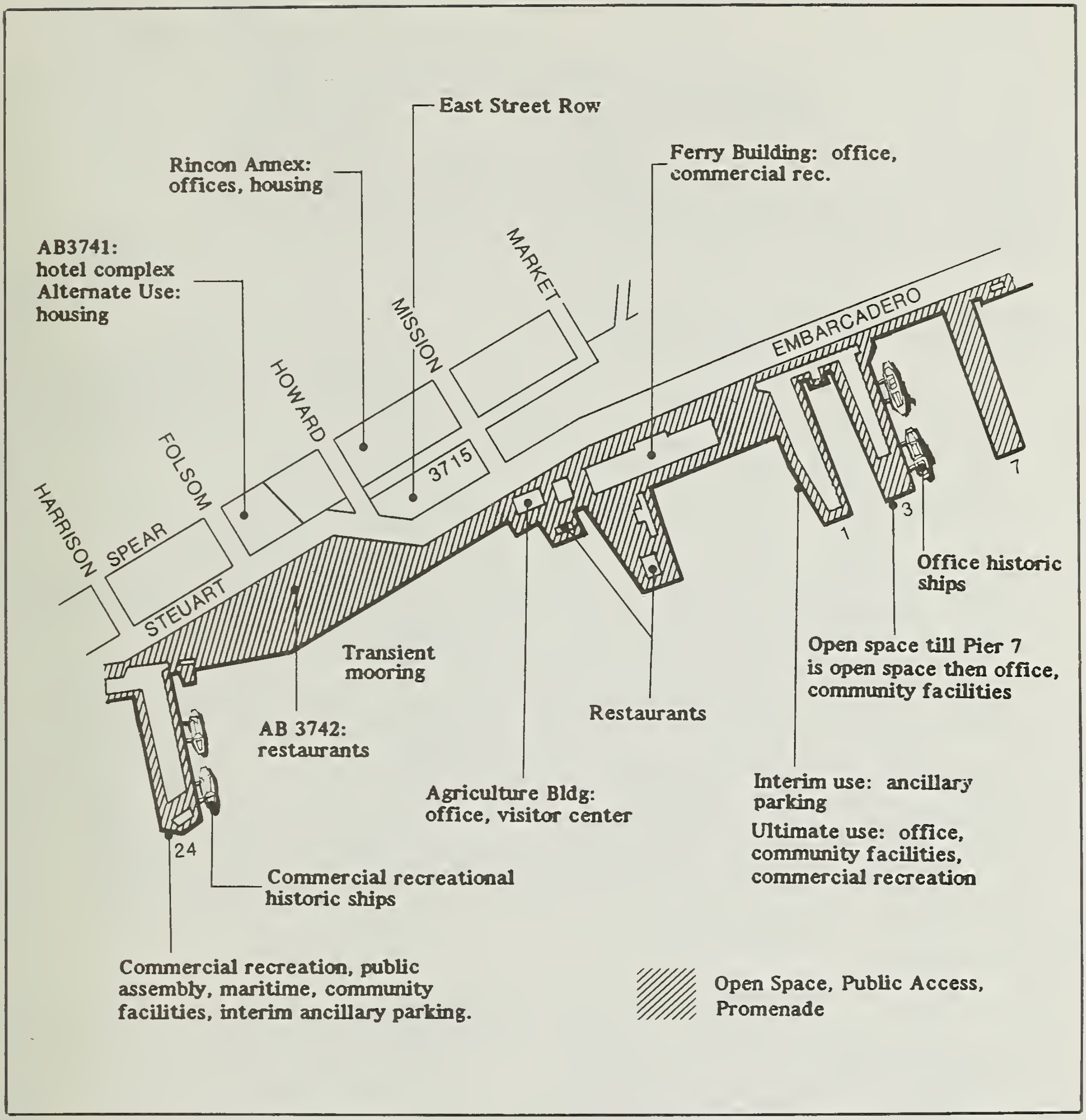
- ┈ Local Street
- — Secondary Thoroughfare
- ━ Major Thoroughfare
- ▬ Freeway
- ┅ SP Railroad and Station
- * See Sub-Area Plan for San Francisco Executive Park
- ‖‖‖ Refer to The Transportation Element for Criteria for State Route 230

Source: South Bayshore Area Plan


Intercept parking
Oriental Warehouse: community facility, neighborhood commercial, offices
Japan St. Warehouse: office, neighborhood commercial, warehousing Alternate Use: house
Cape Horn Warehouse: warehousing, office, neighborhood commercial Alternate Use: housing
Housing
Neighborhood commercial
Intercept parking
Hathaway's Warehouse: warehousing
KING
BERRY
3803
THIRD
TOWNSEND
BRANNAN
BRYANT
SECOND
COLIN P KELLY
3789
3792-93
3774
3773
3766
BEALE
3767
FIRST
3790-91
MAIN
3768
SPEAR
3769
3771-72
EMBARCADERO
46B
40
38
36
34
32
30
28
26
Maritime
Park
Housing
Small Boat Marina
Housing with Office, neighborhood commercial
Maritime support
Piers 26–38: Maritime
Warehousing

NORTH CHINA BASIN AREA
Land Use Plan

Source: Northeastern Waterfront Area Plan


East Street Row
Rincon Annex: offices, housing
Ferry Building: office, commercial rec.
AB3741: hotel complex Alternate Use: housing
MARKET
MISSION
HOWARD
FOLSOM
HARRISON
SPEAR
STEUART
EMBARCADERO
3715
7
3
1
24
Office historic ships
Transient mooring
Open space till Pier 7 is open space then office, community facilities
Restaurants
AB 3742: restaurants
Agriculture Bldg: office, visitor center
Interim use: ancillary parking
Ultimate use: office, community facilities, commercial recreation
Commercial recreational historic ships
Commercial recreation, public assembly, maritime, community facilities, interim ancillary parking.
▨ Open Space, Public Access, Promenade

FERRY BUILDING AREA
Land Use Plan

Source: Northeastern Waterfront Area Plan

RECREATION AND OPEN SPACE

A land use element is required by the Government Code to include the "general distribution and general location and extent of the uses of land for open space and recreation." This required material is contained in the Recreation and Open Space Element and in various Area Plans as indicated below.

Recreation and Open Space Land Use Policies from Other Parts of the Master Plan

Recreation and Open Space Element
Objective 1, Policies 1-4
Objective 2, Policies 1, 2, 5, 7, 8, 9, 11
Objective 3, Policies 2-5
Objective 4, Policies 4-7

Downtown Area Plan
Objective 9, Policies 1-5
Objective 10, Policies 1-5
Objective 11, Policies 1-2

Chinatown Plan
Objective 4, Policy 4

Western Shoreline Area Plan
The Great Highway
    Objective 2, Policy 2
Golden Gate Park
    Objective 3, Policies 1-4
The Zoo
    Objective 4, Policies 1, 4, 5, and 8
Lake Merced
    Objective 5, Policies 1, 2 and 4
Ocean Beach
    Objective 6, Policies 1 and 4
Sutro Heights Park
    Objective 7 Policies 1-4
Cliff House-Sutro Baths
    Objective 8, Policies 1 and 3
Fort Funston
    Objective 9, Policies 1 and 2
Olympic Country Club
    Objective 10, Policies 1-3

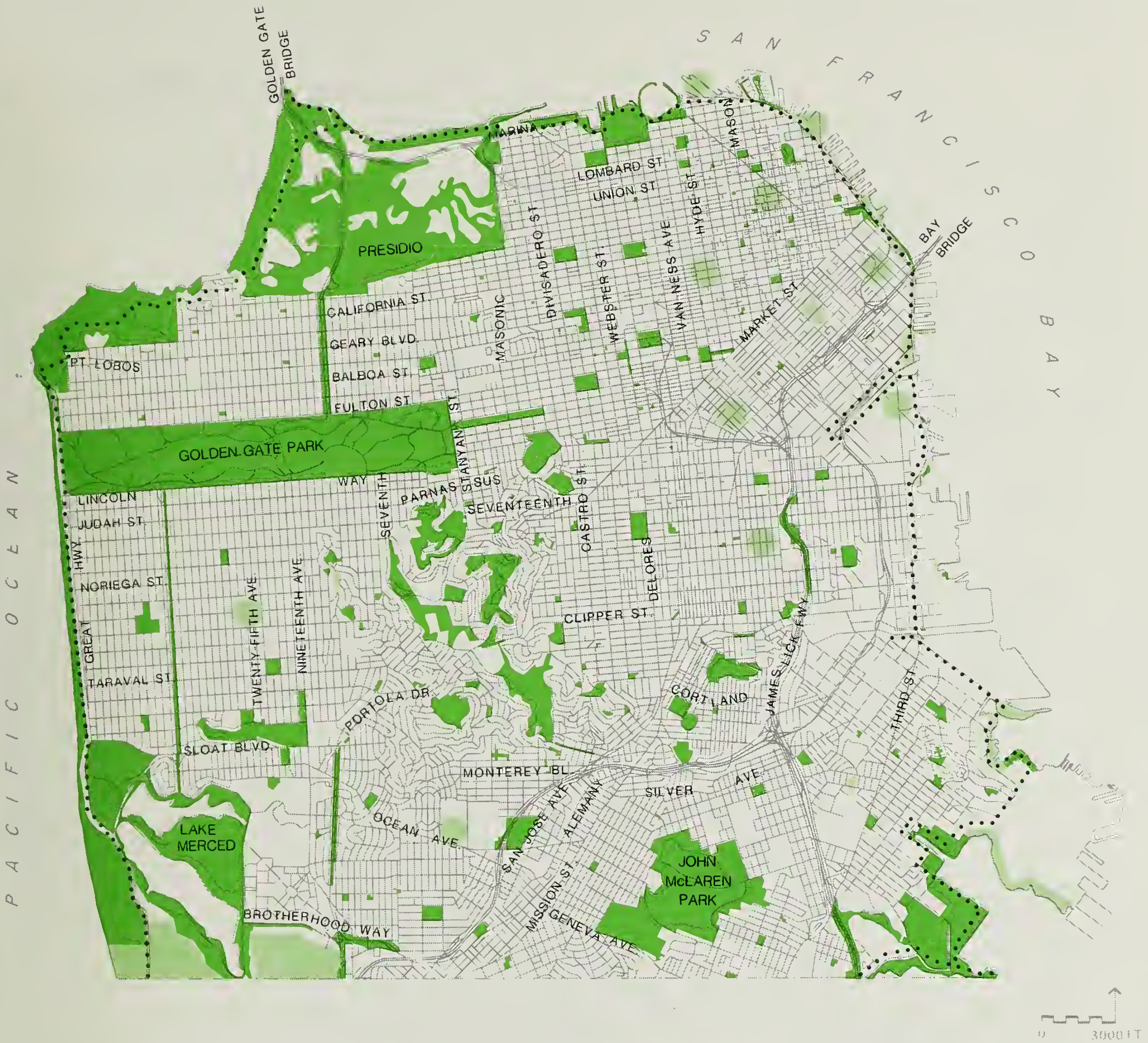
Northeastern Waterfront Area Plan
Objective 7, Policies 1-9
SUBAREAS
Fisherman's Wharf Area
    Objective 11, Policy 5
    Objective 12, Policies 1 and 3
Base of Telegraph Hill Area
    Objective 17, Policy 6
Ferry Building Area
    Objective 20
    Pier 7, Policies 1 and 2
    Pier 3, Policies 1, 4, 6, 8
    Promenade, Policies 1 and 2
    Ferry Building, Policies 4 and 5
    Between Agricultural Building and Pier 24, Policy 1
    Pier 24, Policies 1 and 3
    Inland Site, Policies 1 and 2
North China Basin Area
    Piers 40-46A, Policy 2
    Public Park, Policies 1 and 2
    Residential Neighborhood, Policies 1 and 6
    Walkways and Open Space, Policies 1 and 2
Embarcadero Corridor
    Embarcadero Roadway, Policies 1 and 2

Central Waterfront Area Plan
Objective 9, Policies 1-3
China Basin Area
    Objective 16, Policy 1
Central Basin Area
    Objective 21, Policies 1 and 3
Islais Creek Area
    Objective 23, Policy 1
Lower Potrero Area
    Objective 26, Policy 5

South Bayshore Area Plan
Objectives 6 and 7, Policies 1-14
Executive Park
    Objective 13, Policy 6

Recreation and Open Space Land Use Maps from Other Parts of the Master Plan

The following map indicates the locations for recreation and open space land uses:


GOLDEN GATE BRIDGE
SAN FRANCISCO BAY
MARINA
PRESIDIO
LOMBARD ST
UNION ST
MASON
HYDE ST
VAN NESS AVE
WEBSTER ST
DIVISADERO ST
MASONIC
BAY BRIDGE
MARKET ST
CALIFORNIA ST
GEARY BLVD
BALBOA ST
FULTON ST
PT LOBOS
GOLDEN GATE PARK
STANYAN ST
WAY
PARNASSUS
SEVENTEENTH
CASTRO ST
DELORES
SEVENTH
LINCOLN
JUDAH ST
NORIEGA ST
GREAT HWY
TARAVAL ST
TWENTY-FIFTH AVE
NINETEENTH AVE
SLOAT BLVD
CLIPPER ST
PORTOLA DR
CORTLAND
JAMES LICK FWY
THIRD ST
MONTEREY BL
SILVER AVE
OCEAN AVE
SAN JOSE AVE
ALEMANY
MISSION ST
GENEVA AVE
JOHN McLAREN PARK
LAKE MERCED
BROTHERHOOD WAY
PACIFIC OCEAN
0
3000 FT

CITYWIDE RECREATION & OPEN SPACE PLAN

EXISTING PUBLIC OPEN SPACE

🟩 Retain Outdoor Open Space, Preserve Natural Qualities, And Where Appropriate Convert To Public Recreational Use

PROPOSED PUBLIC OPEN SPACE

▨ Acquire For Or Convert To Public Open Space

● Provide New Open Space In The General Vicinity

••••• Proposed Shoreline Trail

Source: Recreation and Open Space Element

PUBLIC FACILITIES

A land use element is required by the Government Code to include the "general distribution and general location and extent of the uses of land for education, public buildings and grounds, solid and liquid waste disposal facilities and other categories of public and private uses of land." This required material is contained in the Community Facilities and Commerce and Industry Elements and various Area Plans as indicated below.

Public Facilities Land Use Policies from Other Parts of the Master Plan

Commerce and Industry Element
Objective 7, Policies 1-3

Community Facilities Element
Police Facilities
  Objective 1, Policies 1-7
  Objective 2, Policies 1-3
Neighborhood Center Facilities
  Objective 3, Policies 1-8
Fire Faciliites
  Objective 5, Principles 1-3
Library Facilities
  Objective 6, Principles 1-5
Public Health Centers
  Objective 7, Principles 1-6
Educational Facilities
  Objective 8, Policy 1
Institutional Facilities
  Objective 9, Policy 1
Wastewater Facilities
  Objective 10, Policy 1
Solid Waste Facilities
  Objective 11, Policy 1

Chinatown Area Plan
Objective 5, Policy 1

Civic Center Area Plan
Objective 1, Policy 1 and 3
Objective 2, Policies 1-4
Objective 3, Policy 1

Public Facilities Maps from Other Parts of the Master Plan

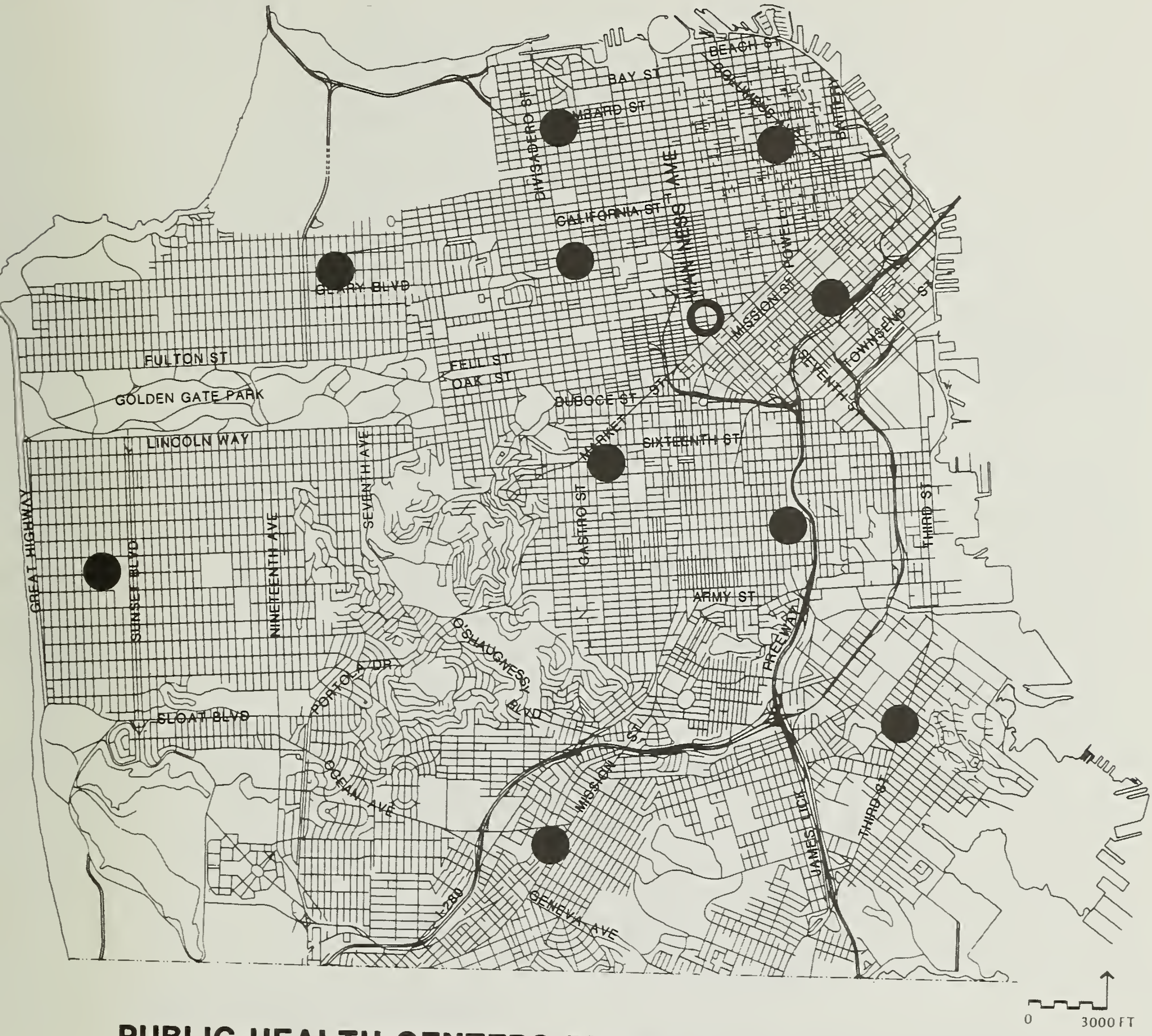
The following maps indicate the locations for various public facilities.

AREAS SUBJECT TO FLOODING

A land use element is required by the Government Code to "identify areas covered by the plan which are subject to flooding." This required material is contained in the Community Safety Element of the Master Plan.

Maps of Areas Subject to Flooding from Other Parts of the Master Plan

The following map indicates the areas subject to flooding.

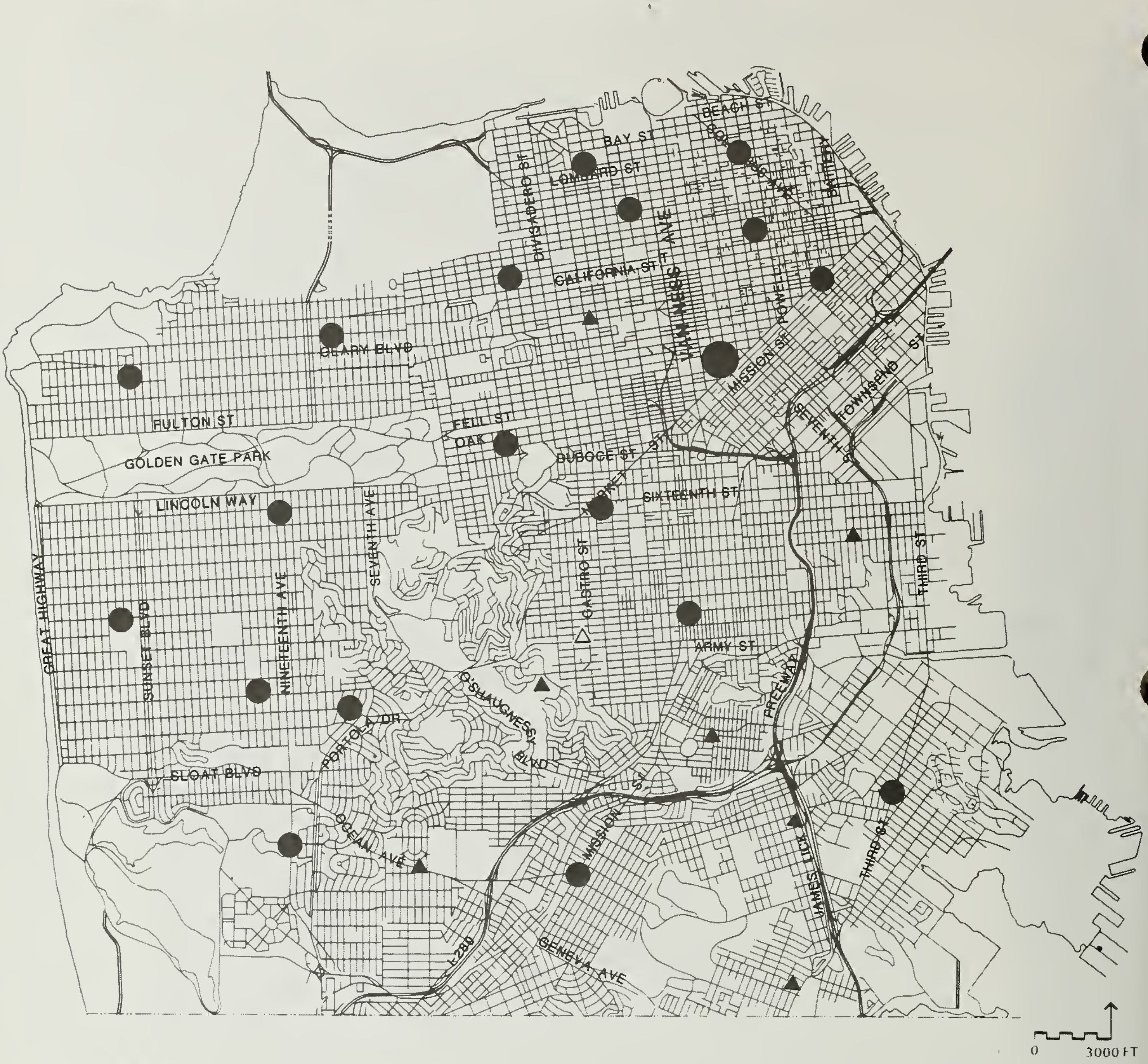

BEACH ST
BAY ST
LOMBARD ST
COLUMBUS
BATTERY
DIVISADERO ST
VAN NESS AVE
CALIFORNIA ST
POWELL
GEARY BLVD
MISSION ST
TOWNSEND ST
FULTON ST
FELL ST
OAK ST
SEVENTH ST
GOLDEN GATE PARK
DUBOCE ST
MARKET ST
LINCOLN WAY
SIXTEENTH ST
SEVENTH AVE
GASTRO ST
THIRD ST
GREAT HIGHWAY
SUNSET BLVD
NINETEENTH AVE
ARMY ST
O'SHAUGNESSY BLVD
FREEWAY
PORTOLA DR
SLOAT BLVD
MISSION ST
OCEAN AVE
JAMES LICK
THIRD ST
I-280
GENEVA AVE
0
3000 FT

PUBLIC HEALTH CENTERS PLAN

● District Public Health Center Location

○ Interim District Public Health Center

Source: Community Facilities Element


BEACH ST
BAY ST
LOMBARD ST
COLUMBUS AVE
BATTERY
DIVISADERO ST
CALIFORNIA ST
VAN NESS AVE
POWELL
MISSION ST
GEARY BLVD
FULTON ST
FELL ST
OAK
GOLDEN GATE PARK
DUBOCE ST
MARKET ST
SIXTEENTH ST
SEVENTH
TOWNSEND ST
LINCOLN WAY
SEVENTH AVE
THIRD ST
GREAT HIGHWAY
SUNSET BLVD
NINETEENTH AVE
CASTRO ST
ARMY ST
FREEWAY
O'SHAUGHNESSY BLVD
PORTOLA DR
SLOAT BLVD
OCEAN AVE
MISSION ST
JAMES LICK
THIRD ST
I-280
GENEVA AVE
0
3000 FT

LIBRARY LOCATION PLAN

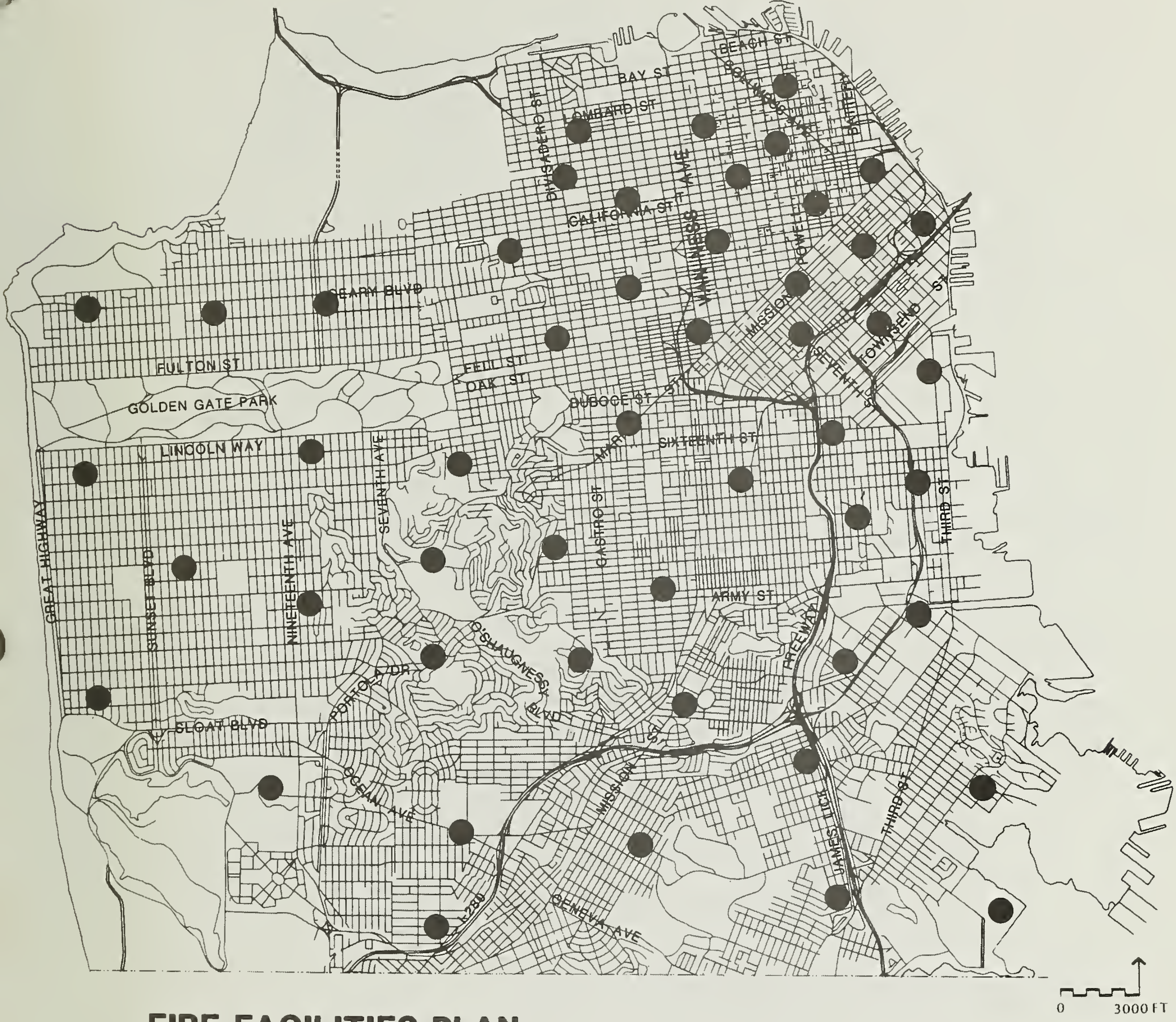
● Main Library

● Large Branch

▲ Small Branch

△ Interim Branch

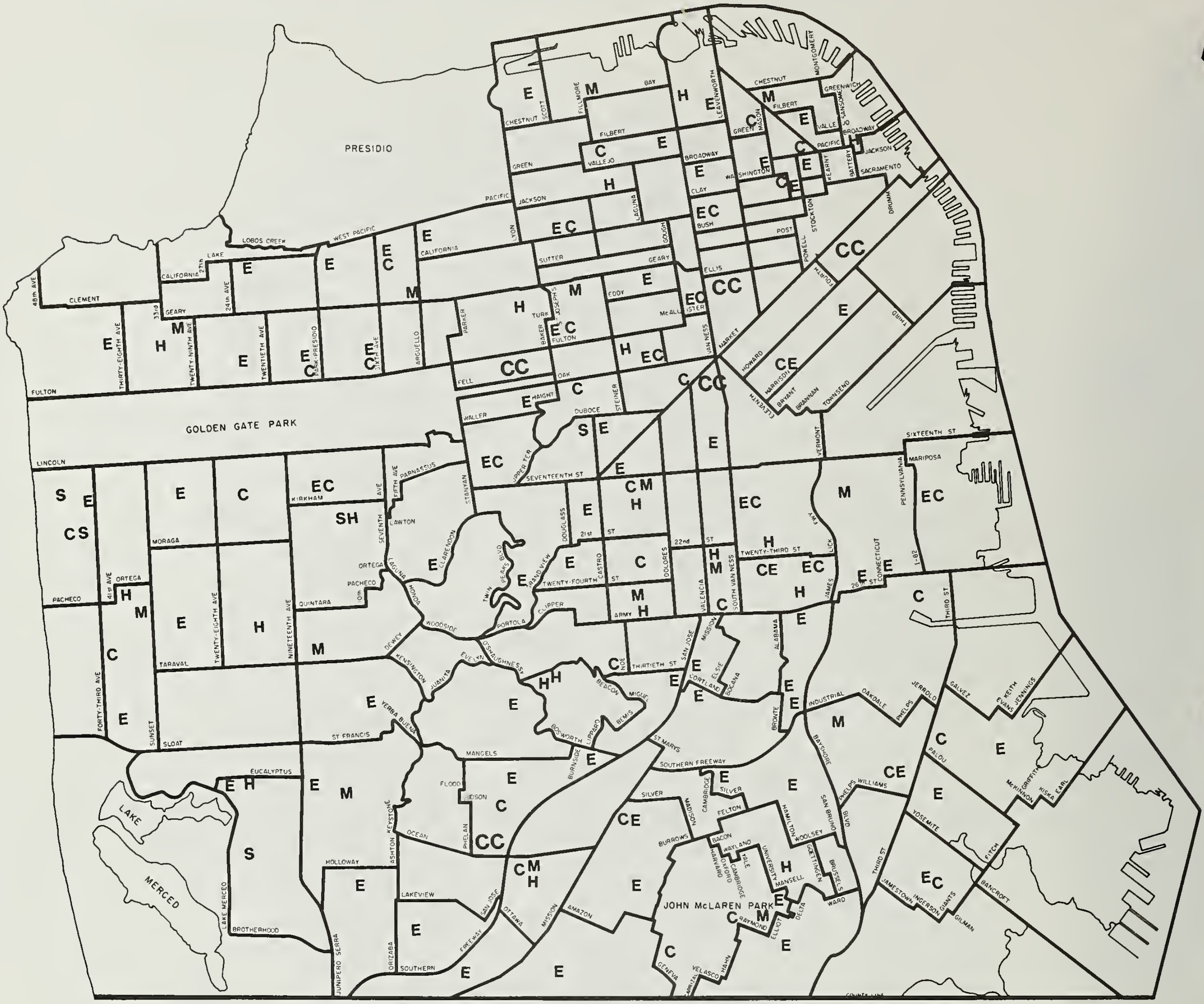
Source: **Community Facilities Element**


BEACH ST
BAY ST
LOMBARD ST
COLUMBUS AVE
BATTERY
DIVISADERO ST
CALIFORNIA ST
VAN NESS AVE
POWELL
GEARY BLVD
FULTON ST
GOLDEN GATE PARK
FELL ST
OAK ST
DUBOCE ST
MARKET ST
SIXTEENTH ST
MISSION
SEVENTH
TOWNSEND ST
LINCOLN WAY
SEVENTH AVE
CASTRO ST
THIRD ST
GREAT HIGHWAY
SUNSET BLVD
NINETEENTH AVE
ARMY ST
FREEWAY
O'SHAUGHNESSY BLVD
PORTOLA DR
SLOAT BLVD
OCEAN AVE
MISSION ST
JAMES LICK
THIRD ST
GENEVA AVE
I-280
0
3000 FT

FIRE FACILITIES PLAN

● Fire Facilities

Source: **Community Facilities Element**

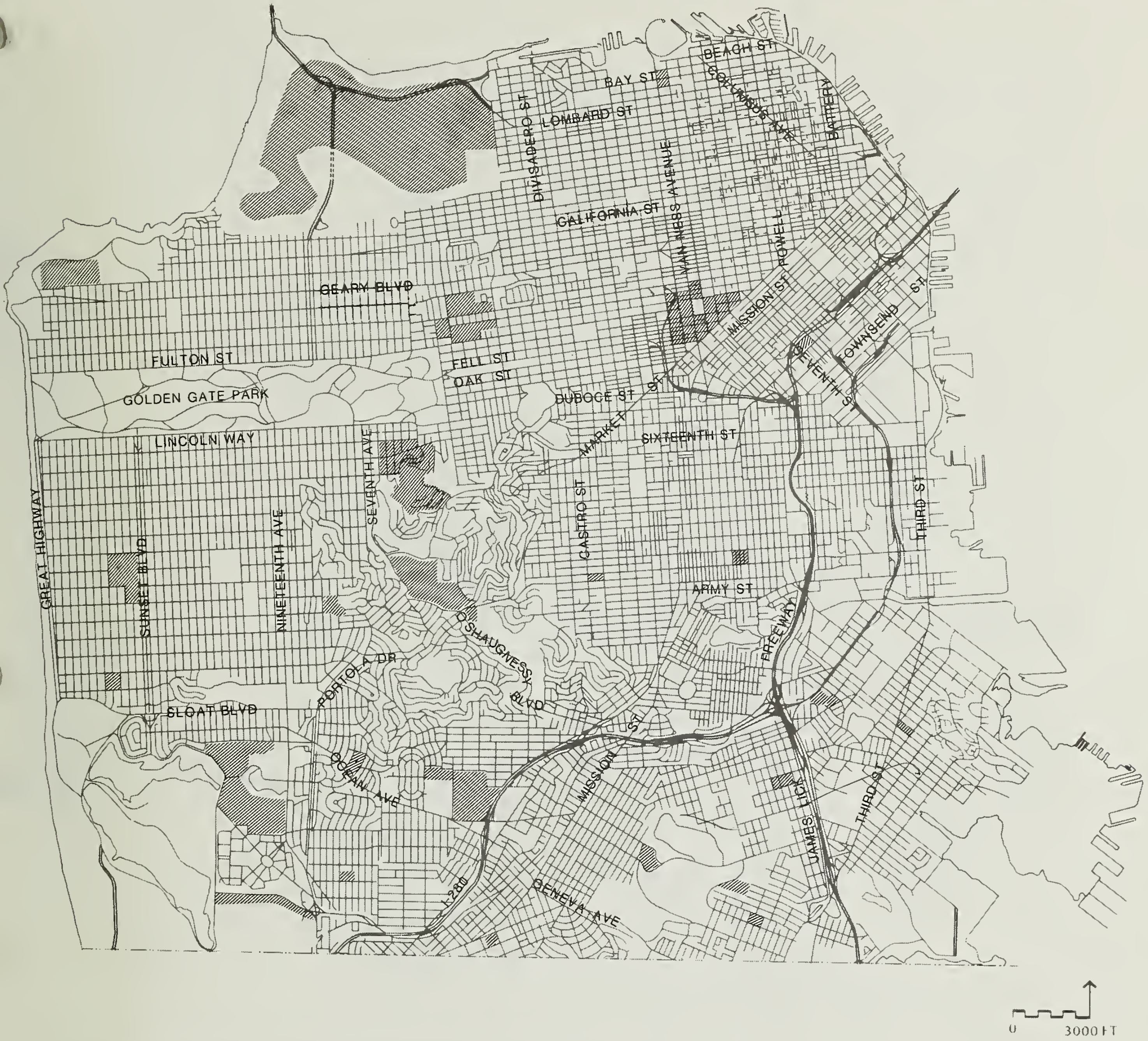

PRESIDIO
GOLDEN GATE PARK
JOHN McLAREN PARK
LAKE MERCED
0
3000 FT

PUBLIC SCHOOL FACILITIES PLAN

C	Children's Center
S	Special Schools
E	Elementary Schools
M	Middle Schools
H	High Schools
CC	City College

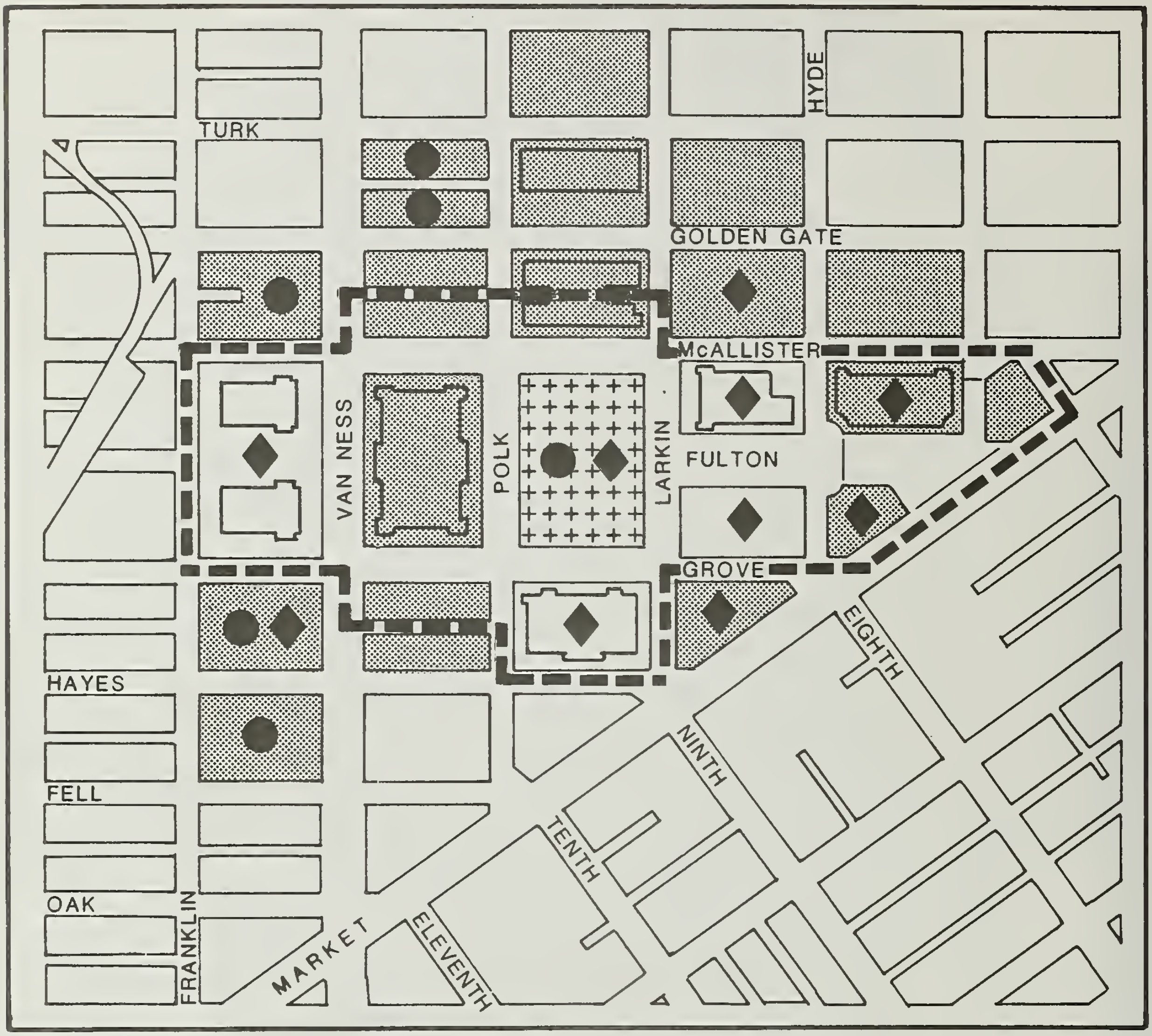
Note:
Boundary lines are cencus tracts

Source: **Community Facilities Element**


BEACH ST
BAY ST
COLUMBUS AVE
LOMBARD ST
DIVISADERO ST
BATTERY
CALIFORNIA ST
VAN NESS AVENUE
POWELL
GEARY BLVD
MISSION ST
TOWNSEND ST
FULTON ST
FELL ST
OAK ST
SEVENTH ST
GOLDEN GATE PARK
DUBOCE ST
MARKET ST
LINCOLN WAY
SIXTEENTH ST
SEVENTH AVE
CASTRO ST
THIRD ST
GREAT HIGHWAY
SUNSET BLVD
NINETEENTH AVE
ARMY ST
O'SHAUGNESSY BLVD
FREEWAY
PORTOLA DR
SLOAT BLVD
MISSION ST
OCEAN AVE
JAMES LICK
THIRD ST
I-280
GENEVA AVE
0
3000 FT

INSTITUTIONAL FACILITIES PLAN

Source: **Community Facilities Element**


TURK
HYDE
GOLDEN GATE
McALLISTER
VAN NESS
POLK
LARKIN
FULTON
GROVE
EIGHTH
HAYES
NINTH
FELL
TENTH
OAK
FRANKLIN
MARKET
ELEVENTH

CIVIC CENTER PLAN

▬ ▬ ▬ Core Area

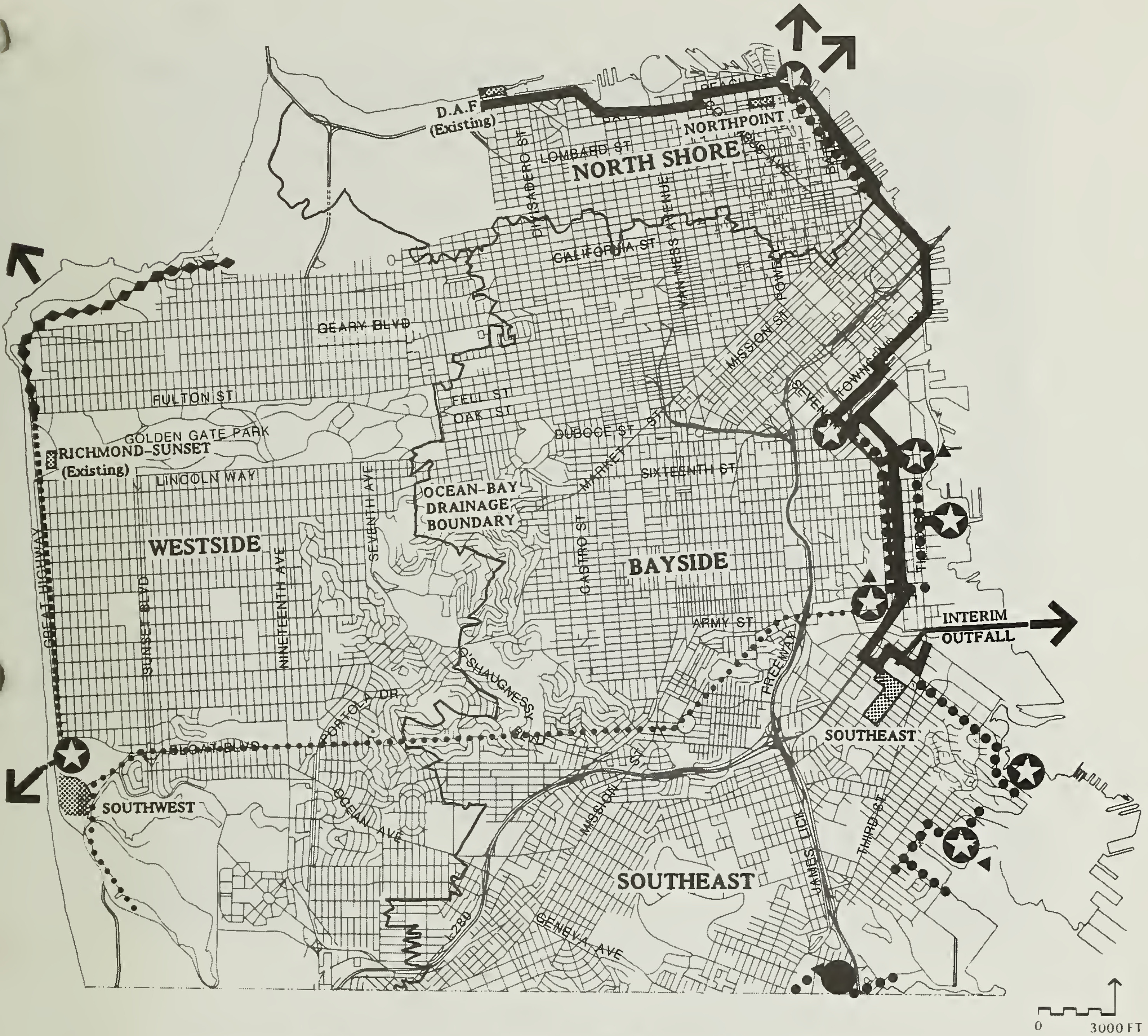
▨ Administrative

◆ Entertainment – Culture

+ + + + + Open Space

● Parking

Source: Civic Center Area Plan

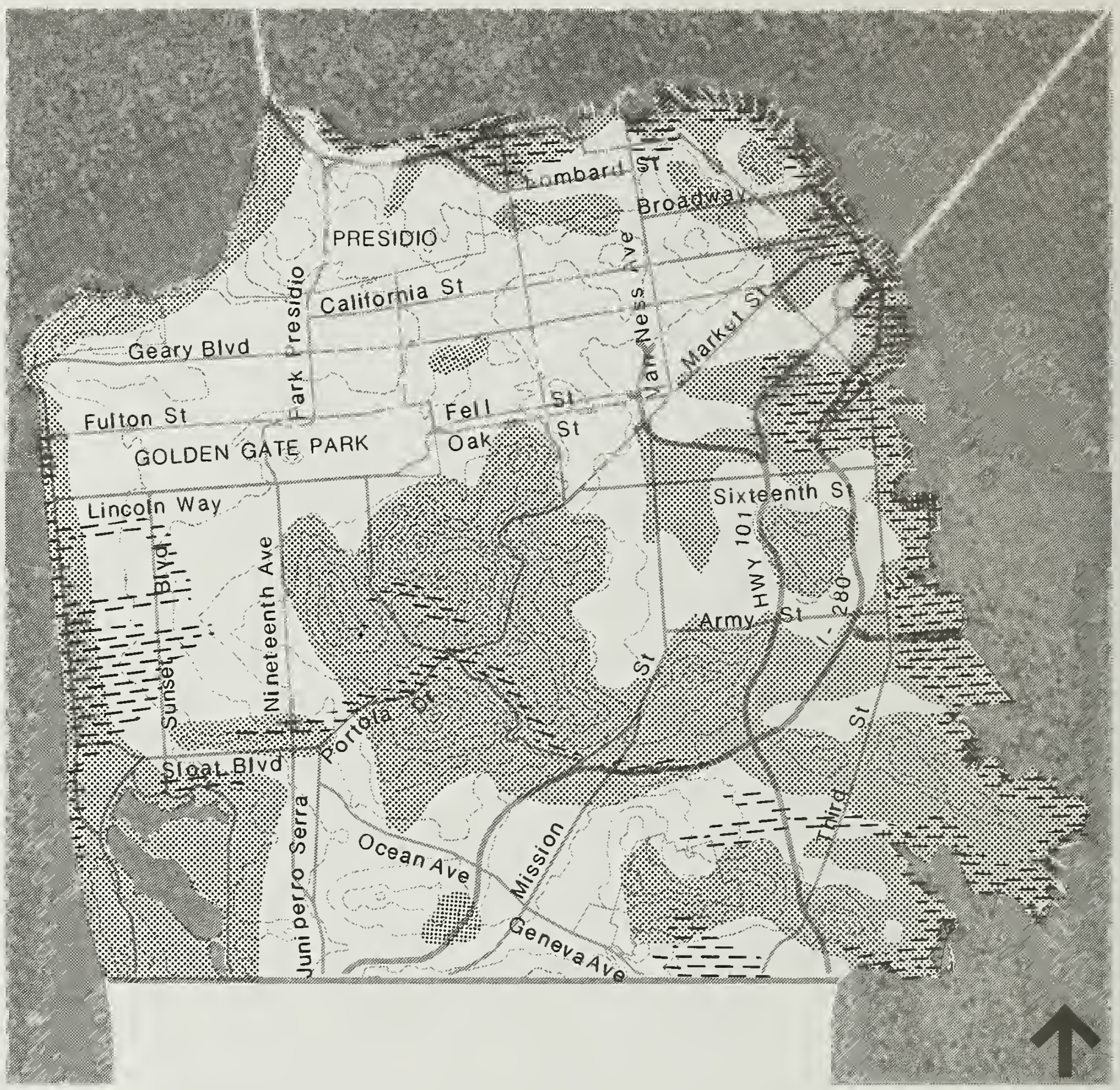

D.A.F
(Existing)
BEACH ST
BAY
NORTHPOINT
LOMBARD ST
NORTH SHORE
DIVISADERO ST
VAN NESS AVENUE
POWELL
CALIFORNIA ST
GEARY BLVD
FULTON ST
FELL ST
OAK ST
MISSION ST
SEVENTH
TOWNSEND
GOLDEN GATE PARK
RICHMOND-SUNSET
(Existing)
LINCOLN WAY
DUBOCE ST
MARKET ST
SIXTEENTH ST
OCEAN-BAY
DRAINAGE
BOUNDARY
WESTSIDE
SEVENTH AVE
CASTRO ST
BAYSIDE
THIRD ST
GREAT HIGHWAY
SUNSET BLVD
NINETEENTH AVE
ARMY ST
INTERIM
OUTFALL
FREEWAY
O'SHAUGHNESSY BLVD
PORTOLA DR
SLOAT BLVD
SOUTHEAST
SOUTHWEST
OCEAN AVE
MISSION ST
JAMES LICK
THIRD ST
SOUTHEAST
I-280
GENEVA AVE
0
3000 FT

WASTE WATER AND SOLID WASTE FACILITIES PLAN

▬	Bayside Core System	◆◆◆◆	Richmond and Lake Merced Transports
┅	Westside Core System*	✪	Pump Station
●●●●●	Remaining Bayside System	➜	Outfall
·······	Crosstown Transport*	▨	Water Pollution Control Plant
		●	Solid Waste Facility
		▲	Retention Basin

*Long Range Funding Projections For Beyond 1985
Sources:
San Francisco Clean Water Program. February 1982
San Francisco County Solid Waste Management. July 1983
The Community Facilities Plant.

Source: Community Facilities Element


Lombard St
Broadway
PRESIDIO
California St
Van Ness Ave
Market St
Geary Blvd
Park Presidio
Fulton St
Fell St
Oak St
GOLDEN GATE PARK
Lincoln Way
Sixteenth St
HWY 101
I - 280
Sunset Blvd
Nineteenth Ave
Army St
St
Portola Dr
Sloat Blvd
Third St
Junipero Serra
Ocean Ave
Mission
Geneva Ave

SPECIAL GEOLOGIC STUDY AREAS

▒ Potential Ground Failure Hazards

☰ Potential Inundation Hazards

▦ Potential For Both Ground Failure And Inundation Hazards

Source: Community Safety Element

POPULATION DENSITY AND BUILDING INTENSITY STANDARDS

A land use element is required by the Government Code to include the "population density and building intensity standards for various districts." This required material is contained in the Residence, Commerce and Industry, and Urban Design Elements and the various Area Plans as indicated below.

Population Density and Building Intensity Policies/Standards from Other Parts of the Master Plan

Commerce and Industry Element
Objective 1, Policies 2 and 4
Objective 6, Policies 1-3, 6 and 7
Objective 7, Policy 2

Residence Element
Objective 2, Policies 1-4

Downtown Area Plan
Objective 2, Policy 2
Objective 6, Policy 1
Objective 12, Policy 1 and 3
Objective 13, Policies 1, 2 and 4
Objective 14, Policies 1 and 2
Objective 16, Policies 1 and 2

Van Ness Avenue Area Plan
Objective 1, Policies 1 and 3
Objective 2, Policy 2
Objective 5, Policies 1, 3 and 5

Western Shoreline Plan
Objective 11, Policy 1

Northeastern Waterfront Plan
Objective 10, Policy 26
Base of Telegraph Hill
    Objective 17, Policy 4
    Objective 19, Policies 1 and 2
Ferry Building Area
    East Street Row, Policy 1
    Block 3741, Policy 1
    Inland Site, Policy 3
North China Basin Area
Residential Neighborhood, Policies 1 and 2

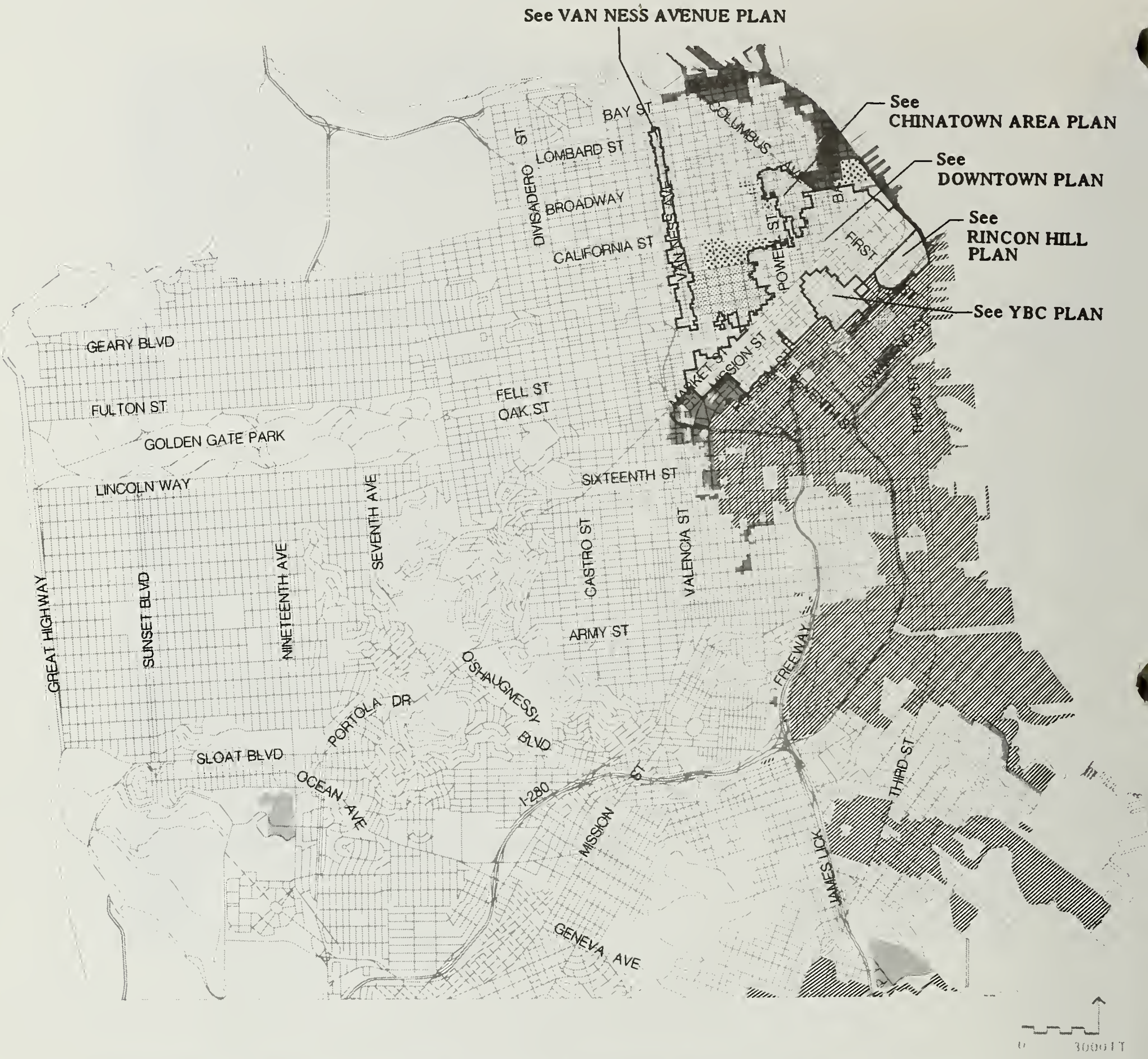
South Bayshore Plan
Residence Policies and Plan Proposals 3, 5, 6 and 7
Executive Park
    Objective 13, Policies 1, 3 and 4
    Objective 9, Policies 1, 3 and 7
    Objective 10, Policies 2, 3 and 4

Rincon Hill
Urban Design Policies

Chinatown
Objective 1, Policies 1, 2 and 4
Objective 2, Policy 2

Population Density and Building Intensity Maps from Other Parts of the Master Plan

The following maps indicate the population densities and building intensities for the areas they cover:


See VAN NESS AVENUE PLAN
See CHINATOWN AREA PLAN
See DOWNTOWN PLAN
See RINCON HILL PLAN
See YBC PLAN
BAY ST
LOMBARD ST
BROADWAY
CALIFORNIA ST
DIVISADERO ST
COLUMBUS
VAN NESS AVE
POWELL ST
FIRST
GEARY BLVD
FULTON ST
GOLDEN GATE PARK
LINCOLN WAY
FELL ST
OAK ST
MARKET ST
MISSION ST
SIXTEENTH ST
THIRD ST
SEVENTH AVE
CASTRO ST
VALENCIA ST
GREAT HIGHWAY
SUNSET BLVD
NINETEENTH AVE
ARMY ST
FREEWAY
O'SHAUGNESSY BLVD
PORTOLA DR
SLOAT BLVD
OCEAN AVE
I-280
MISSION ST
JAMES LICK
GENEVA AVE
0
3000 FT

GENERALIZED COMMERCIAL & INDUSTRIAL DENSITY PLAN
(Excludes Neighborhood Commercial Areas)

DENSITY IN COMMERCIAL AREAS
(including residential uses)

- ■ 4.8–5.0 : 1 FAR
- ▒ 3.6 : 1 FAR

DENSITY IN INDUSTRIAL AREAS
(including residential uses)

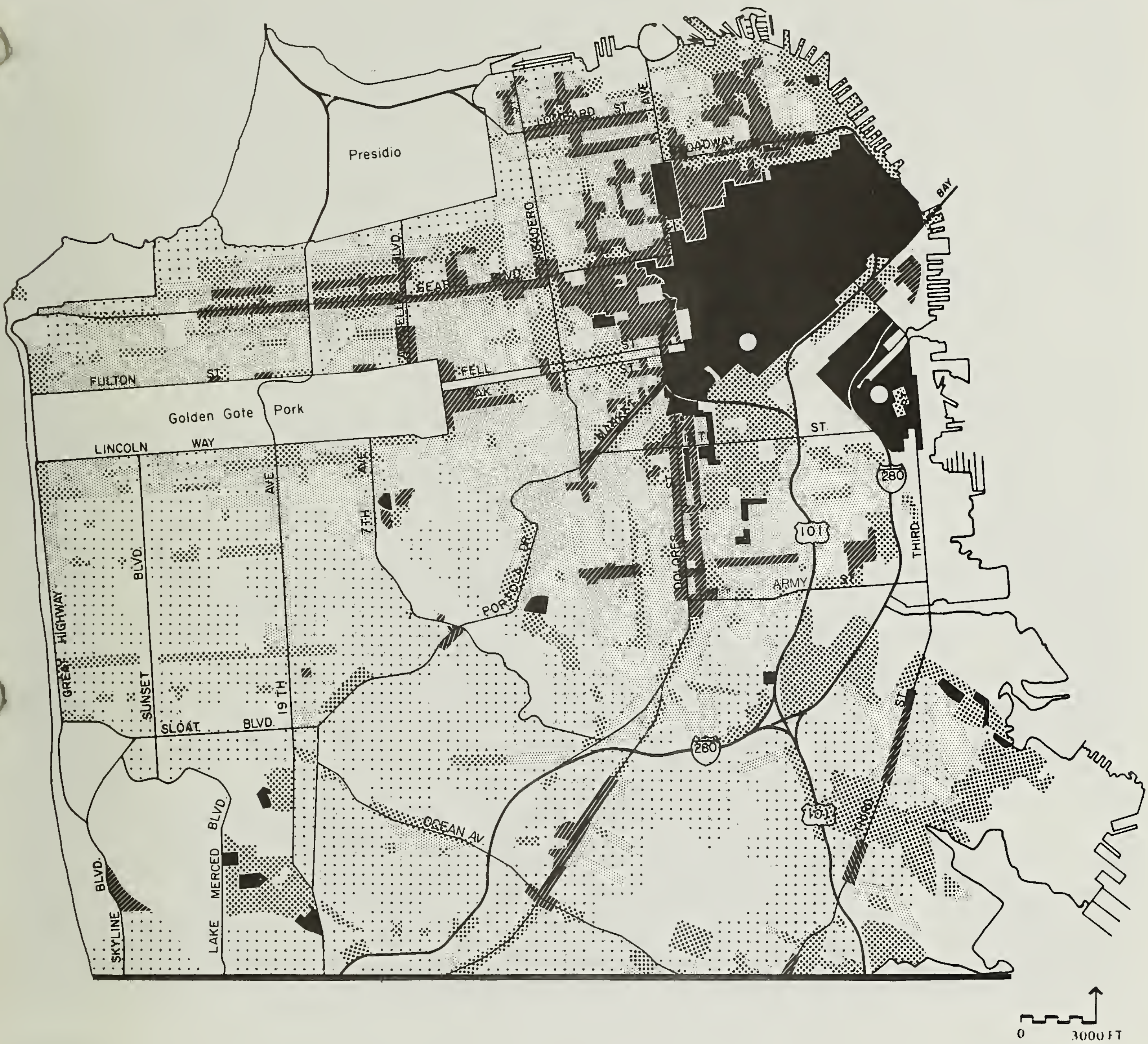
- ▨ 5.0 : 1 FAR

DENSITY IN RESIDENTIAL/COMMERCIAL
AREAS (excluding residential areas)

- ▓ 4.8 : 1 FAR
- ▒ 3.6 : 1 FAR
- ░ 1.8–2.0 : 1 FAR

Note:
In Commercial and Industrial districts, both FAR and dwelling unit density controls apply. In Mixed Residential Commerical districts, FAR limits apply to nonresidential uses and dwelling unit limits apply to residential uses. See Map 3 in the Residence Element for dwelling unit densities. An additional 25% FAR may be added on corner lots in non C-3 districts. Public use areas are excluded.

Source: Commerce and Industry Element


Presidio
LOMBARD ST
AVE
BROADWAY
BAY
GEARY BLVD
MASONIC AVE
DIVISADERO
STANYAN BLVD
FULTON ST
FELL
OAK
ST
Golden Gate Park
LINCOLN WAY
MARKET
ST
280
101
THIRD ST
ARMY ST
DOLORES ST
7TH AVE
19TH AVE
PORTOLA DR
GREAT HIGHWAY
SUNSET BLVD
SLOAT BLVD
OCEAN AV
LAKE MERCED BLVD
SKYLINE BLVD
3RD ST
0
3000 FT

RESIDENTIAL DENSITY PLAN

⁘ **LOW DENSITY**
Average 14 units per acre

░ **MODERATELY LOW DENSITY**
Average 36 units per acre

▒ **MEDIUM DENSITY**
Average 54 units per acre

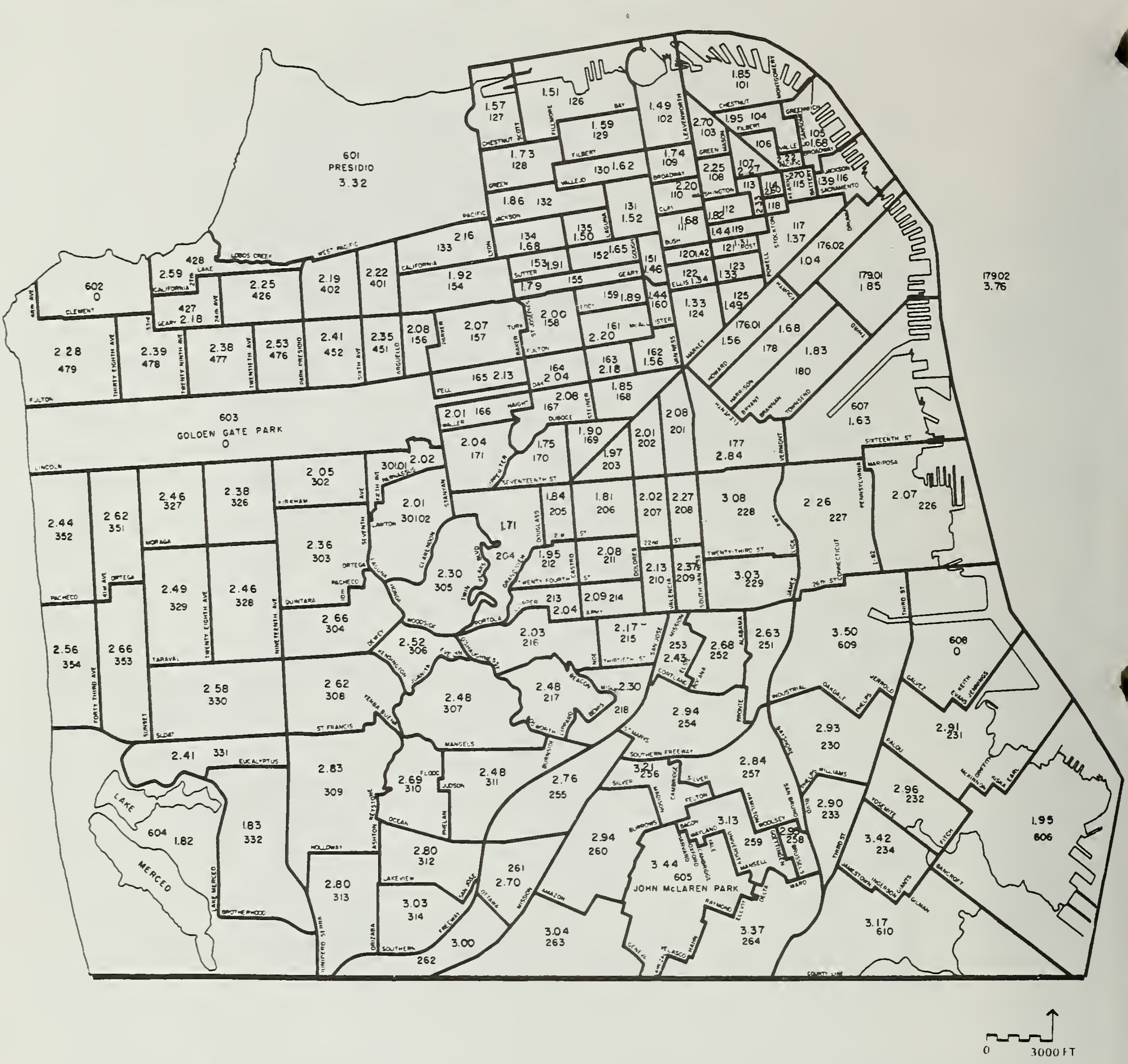
○ **AREAS PROPOSED FOR REZONING**
(Appropriate densities will be determined in the rezoning studies.)

▨ **MODERATELY HIGH DENSITY**
Average 91 units per acre

■ **HIGH DENSITY**
Average 283 units per acre

□ **PUBLIC AND HEAVY INDUSTRIAL AREAS**

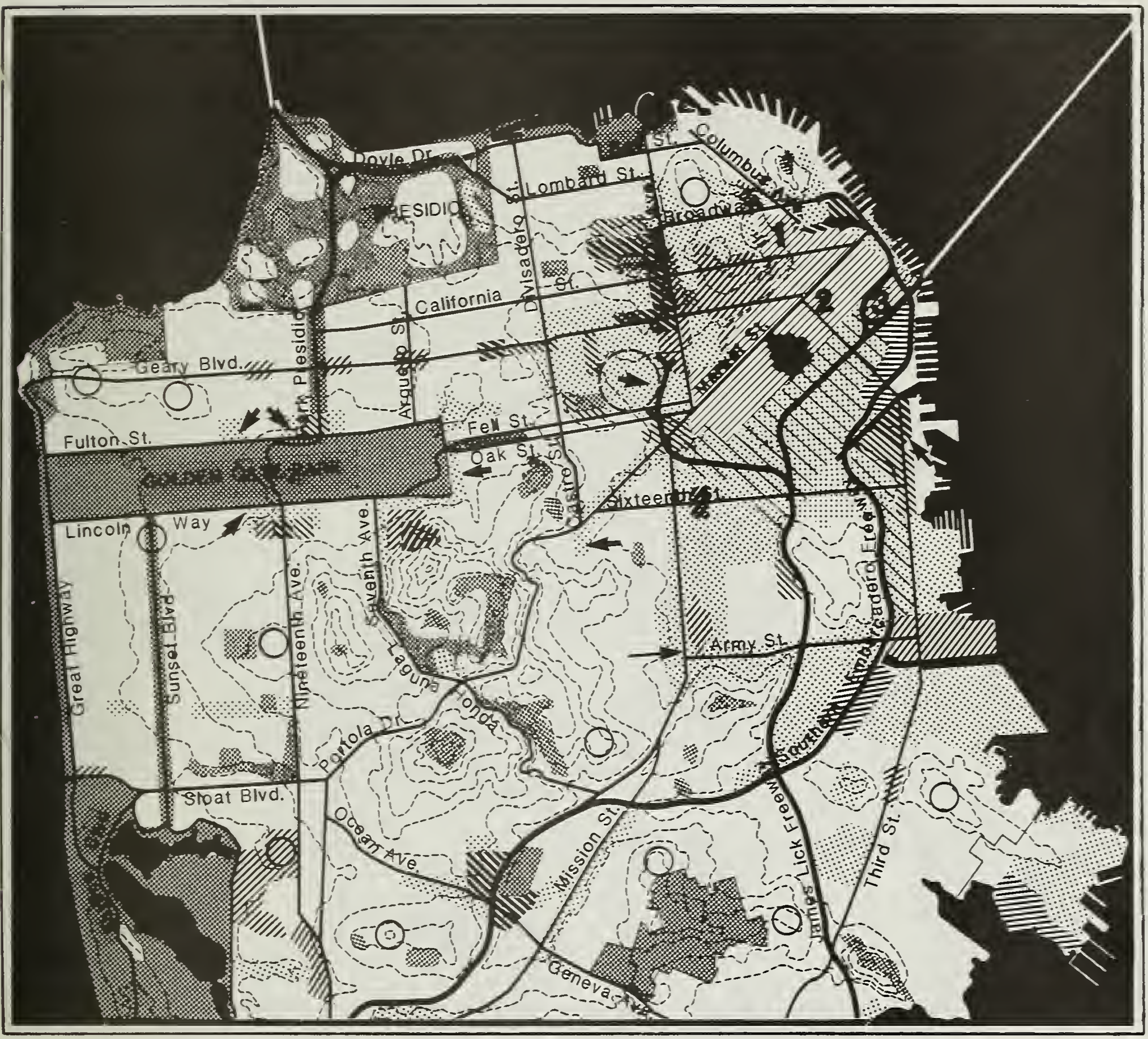
Source: Residence Element


601
PRESIDIO
3.32
603
GOLDEN GATE PARK
0
604
LAKE MERCED
1.82
605
JOHN McLAREN PARK
3.44
602
0
607
1.63
608
0
179.02
3.76
1.95
606
3.17
610
3.50
609
0
3000 FT

1980 CENSUS HOUSING

Mean Number of Persons per Unit

Source: Residence Element


Doyle Dr.
PRESIDIO
Lombard St.
Columbus Ave.
Broadway
California St.
Divisadero St.
Geary Blvd.
Park Presidio
Arguello St.
Fell St.
Fulton St.
Oak St.
Golden Gate Park
Castro St.
Sixteenth St.
Lincoln Way
Seventh Ave
Great Highway
Sunset Blvd
Nineteenth Ave.
Laguna Honda
Army St.
Portola Dr.
Sloat Blvd.
Ocean Ave.
Mission St.
Southern Freeway
Embarcadero Freeway
James Lick Freeway
Third St.
Geneva
1
2
3

URBAN DESIGN GUIDELINES FOR HEIGHT OF BUILDINGS

□ 0–40 ft

░ 41–88 ft

▨ 89–160 ft

▩ 161–240 ft

■ 241–400 ft

➔ LOWER END OF RANGE

→ MIDDLE OR LOWER END OF RANGE

▒ OPEN SPACE
Any Development Subject To Review

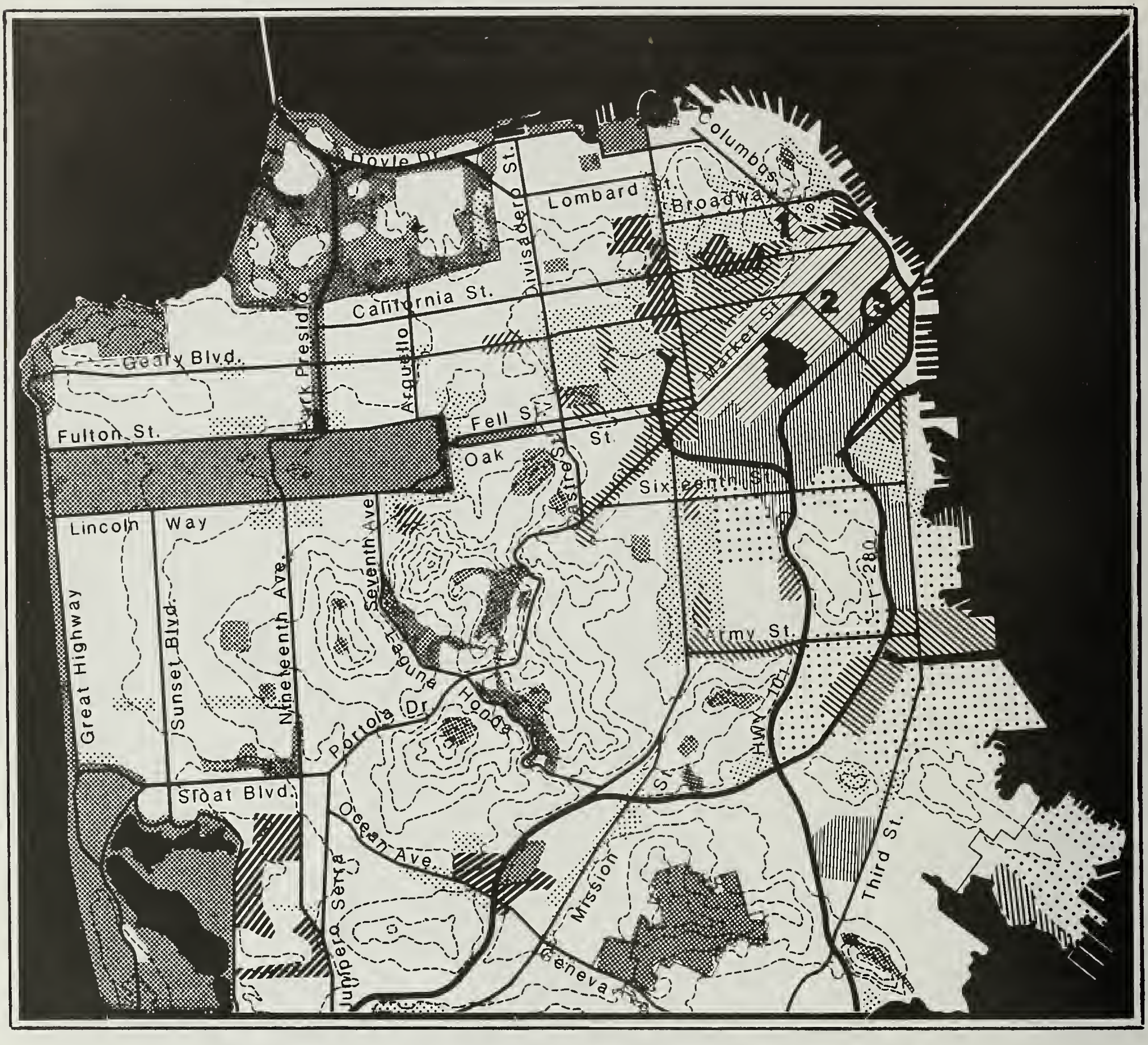
▧ MAXIMUM HEIGHT
Elevation Of Freeway

○ POINT TOWERS IN VICINITY

▤
1. See Chinatown Area Plan
2. See Downtown Plan
3. See Rincon Hill Plan

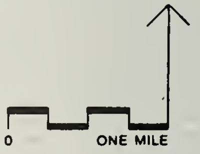
0 ONE MILE

Source: Urban Design Element


Doyle Dr.
Lombard St.
Columbus
Broadway
1
2
3
Divisadero St.
California St.
Geary Blvd.
Park Presidio
Arguello
Market St.
Fulton St.
Fell St.
Oak St.
Castro St.
Sixteenth St.
Lincoln Way
Great Highway
Sunset Blvd.
Nineteenth Ave.
Seventh Ave.
Laguna Honda
I-280
Army St.
HWY 101
Portola Dr.
Sloat Blvd.
Ocean Ave.
Junipero Serra
Mission St.
Third St.
Geneva

URBAN DESIGN GUIDELINES FOR BULK OF BUILDINGS

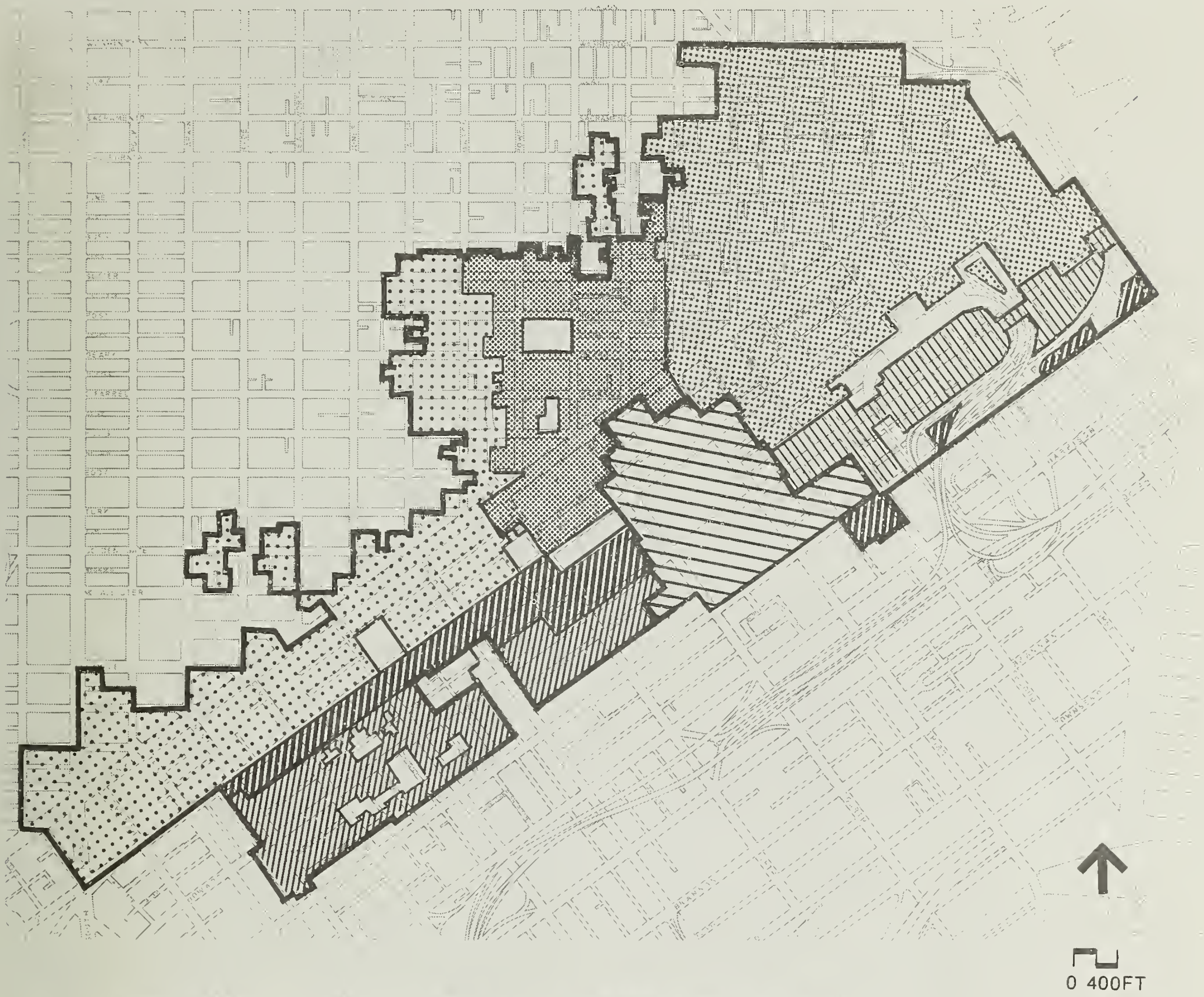
	Guidelines Apply Above Height Of	Guidelines For Maximum Plan Dimension	Guideline For Maximum Diagonal Plan Dimension
▒	40 ft	110 ft	125 ft
▧	80 ft	110 ft	125 ft
▨	40 ft*	110 ft*	140 ft*
▥	40 ft	250 ft	300 ft
⁙	60 ft	250 ft	300 ft
■	150 ft	250 ft	300 ft
□	Bulk Regulated By Height Controls		
▓	OPEN SPACE: Any Development Subject To Review		
▤			



1. See Chinatown Area Plan
2. See Downtown Plan
3. See Rincon Hill Plan

* Also Applies To Point Towers Where Designated In Urban Design Guidelines For Height Of Buildings.

Source: Urban Design Element

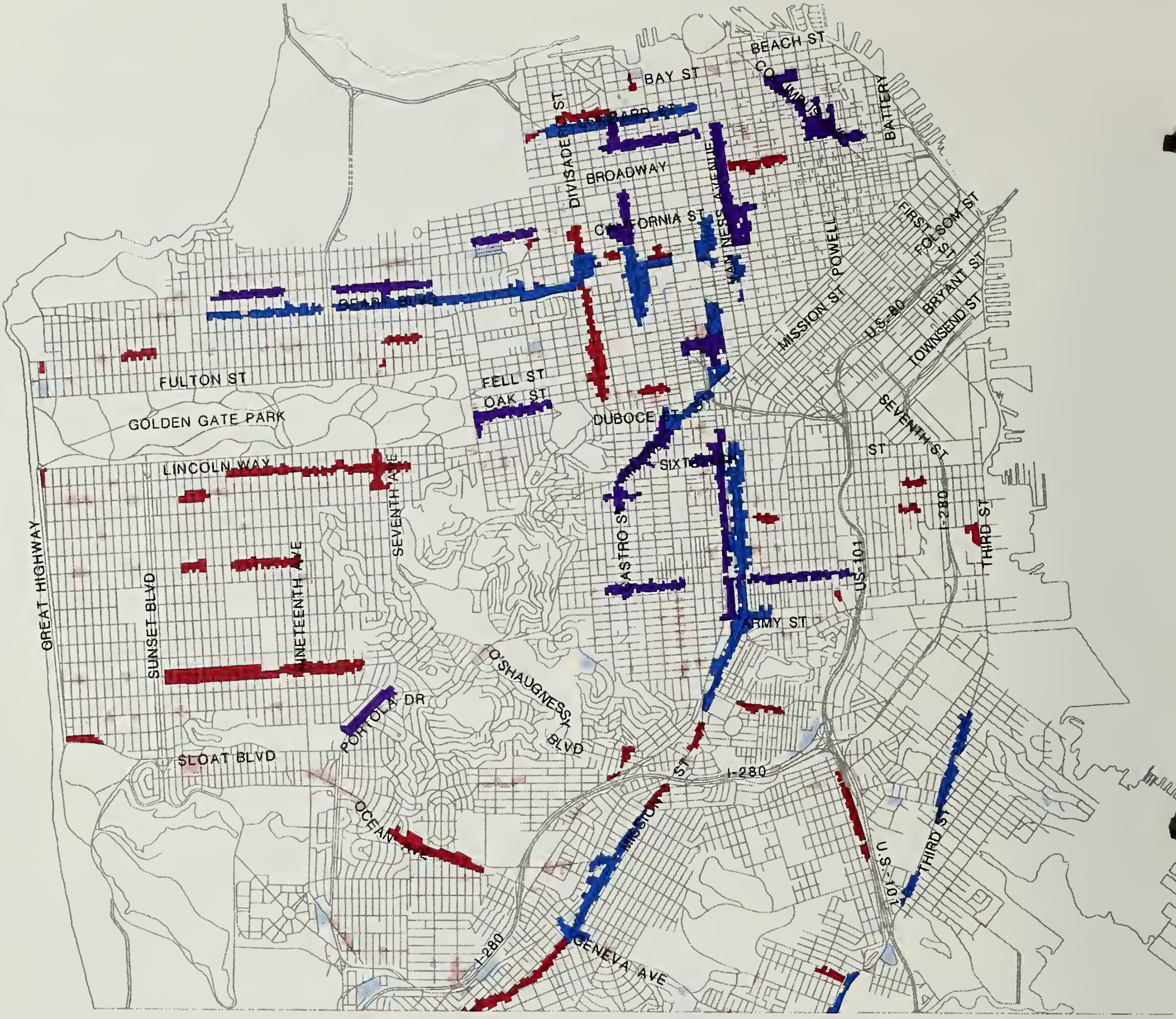


DOWNTOWN LAND USE AND DENSITY PLAN

	Predominant Commercial Use Type	Building Commercial Intensity Density*	Height	Appropriate Zoning District
░	Downtown Office	FAR 9:1		C-3-O
‖‖‖‖	Downtown Office	6:1		C-3-O (SD)
▓	Downtown Retail	6:1		C-3-R
∷	Downtown General Commercial	6:1		C-3-G
////	Downtown Service	5:1		C-3-S
////	Downtown Service, Industrial Housing Conservation	2:1 office, 5:1 other		C-3-S (SU)
\\\\	Mixed Use	See Yerba Buena Center Redevelopment Plan		

*Unused FAR may be transferred from preservation sites to development sites up to a maximum FAR of 18:1 in the C-3-O and C-3-O (SD) districts and up to one and one half times the basic FAR in the C-3-R, C-3-G and C-3-S districts. See Preservation of the Past Chapter.

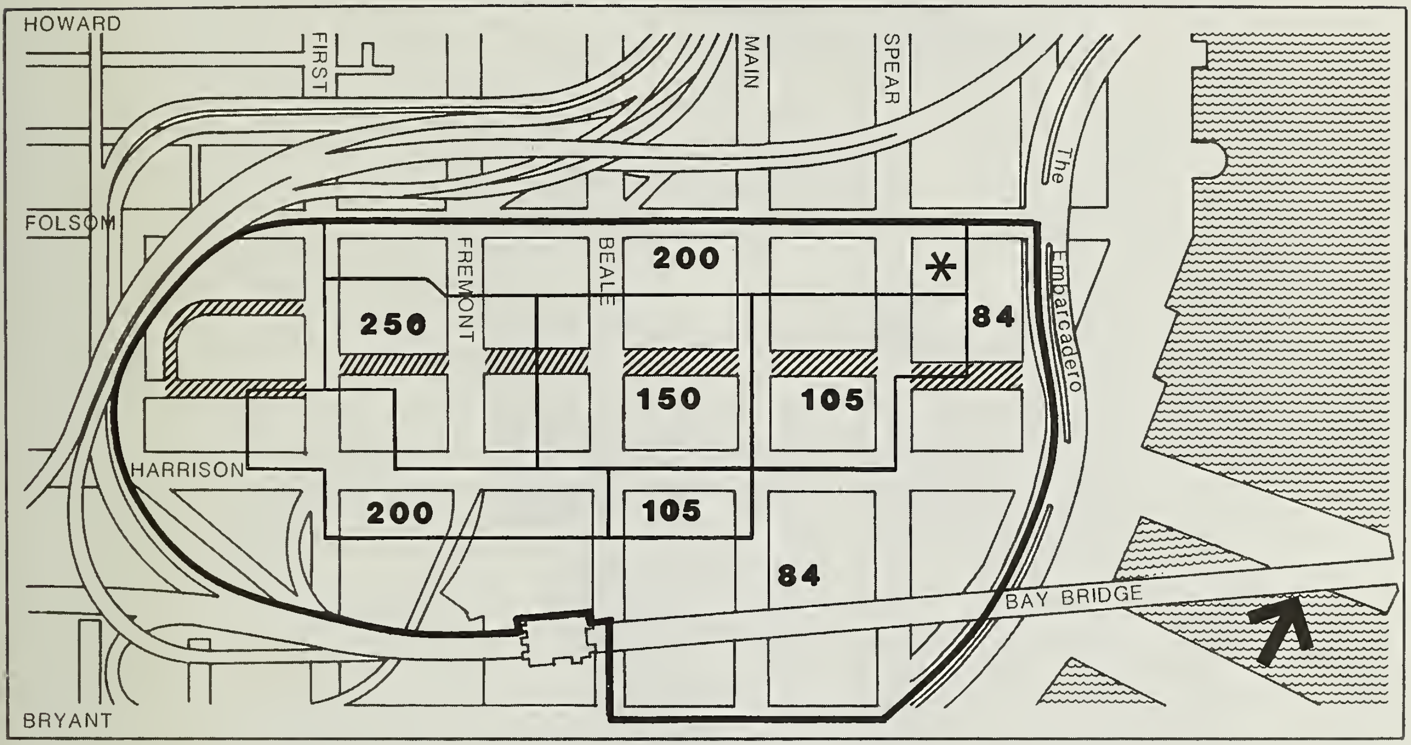
Source: Downtown Area Plan


BEACH ST
BAY ST
COLUMBUS
BATTERY
LOMBARD ST
DIVISADERO ST
BROADWAY
VAN NESS AVENUE
CALIFORNIA ST
POWELL
FIRST ST
FOLSOM ST
MISSION ST
BRYANT ST
U.S. 80
TOWNSEND ST
GEARY BLVD
FULTON ST
FELL ST
OAK ST
DUBOCE ST
GOLDEN GATE PARK
SEVENTH ST
LINCOLN WAY
SIXTEENTH ST
ST
US 101
I-280
THIRD ST
SEVENTH AVE
GREAT HIGHWAY
SUNSET BLVD
NINETEENTH AVE
CASTRO ST
ARMY ST
O'SHAUGHNESSY BLVD
PORTOLA DR
SLOAT BLVD
MISSION ST
I-280
OCEAN AVE
U.S. 101
THIRD ST
GENEVA AVE
I-280
0
3000 FT

GENERALIZED NEIGHBORHOOD COMMERCIAL LAND USE AND DENSITY PLAN

		Commercial Intensity (Stories)
🟥	Neighborhood Cluster	1
🟥	Small Scale Neighborhood District	1-2
🟦	Moderate Scale Neighborhood District	1-4
🟦	Neighborhood Shopping Center	1-4
🟪	Individual Neighborhood District	1-4

Source: Commerce and Industry Element


HOWARD
FIRST
MAIN
SPEAR
The Embarcadero
FOLSOM
FREMONT
BEALE
200
250
84
150
105
HARRISON
200
105
84
BAY BRIDGE
BRYANT

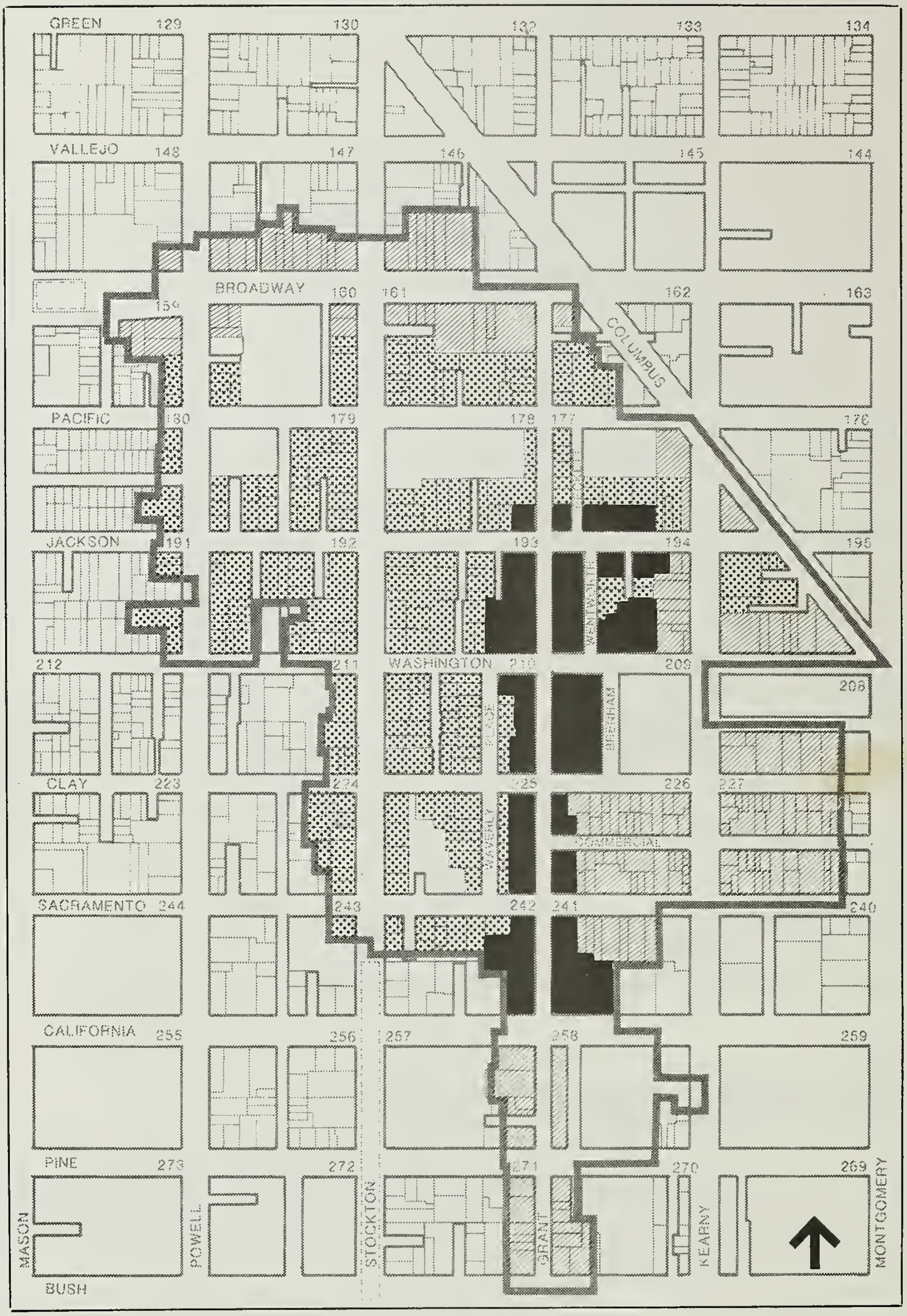
HEIGHT LIMITS

▨ Pedestrian Street (See Map 5, Publicly Accessible Open Space Opportunities)

* Note:

Height on this portion of Block 3744 is subject to further review and analysis of the Hills Brothers project.

Source: Rincon Hill Area Plan


GREEN
129
130
132
133
134
VALLEJO
148
147
146
145
144
BROADWAY
159
160
161
162
163
COLUMBUS
PACIFIC
180
179
178
177
176
JACKSON
191
192
193
194
195
WENTWORTH
212
211
WASHINGTON
210
209
208
SPOFFORD
BRENHAM
CLAY
223
224
225
226
227
WAVERLY
COMMERCIAL
SACRAMENTO
244
243
242
241
240
CALIFORNIA
255
256
257
258
259
PINE
273
272
271
270
269
MASON
POWELL
STOCKTON
GRANT
KEARNY
MONTGOMERY
BUSH

CHINATOWN LAND USE AND DENSITY PLAN

	PREDOMINANT COMMERCIAL USE TYPE	BUILDING COMMERCIAL INTENSITY DENSITY	APPROPRIATE ZONING DISTRICT
░	Chinatown Residential Neighborhood Commercial	FAR 1.0 : 1	CRNC
▨	Chinatown Community Business	2.8 : 1	CCB
■	Chinatown Visitor Retail	2.0 : 1	CVR

Source: Chinatown Area Plan